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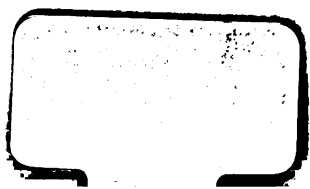
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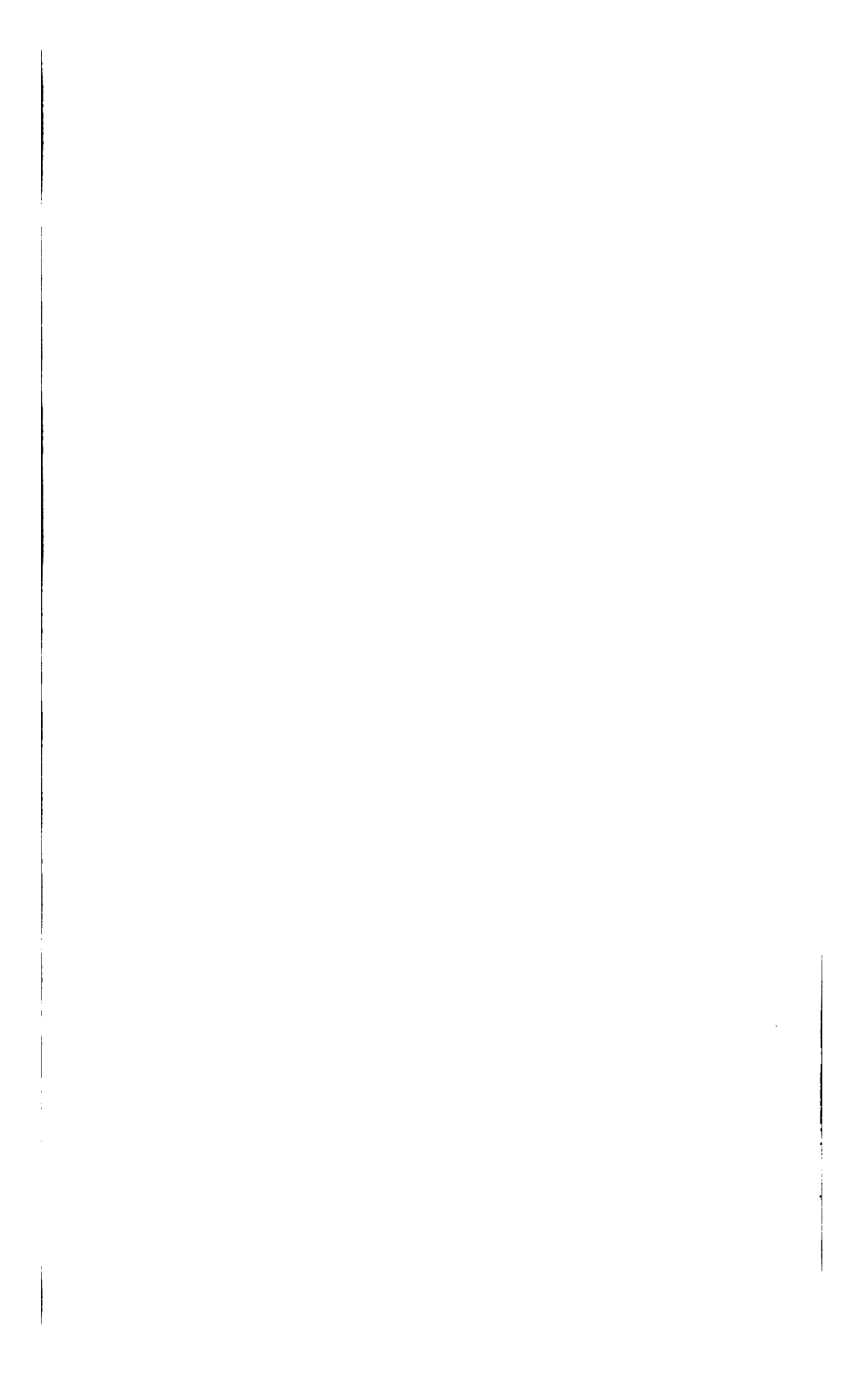
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HEARINGS

before the

UNITED STATES SENATE

COMMITTEE ON APPROPRIATIONS

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Washington



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DISTRICT OF COLUMBIA APPROPRIATION BILL, 1917

HEARINGS

BEFORE THE

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

SIXTY-FOURTH CONGRESS

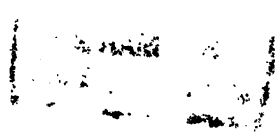
FIRST SESSION

ON

H. R. 15774

A BILL MAKING APPROPRIATIONS TO PROVIDE FOR THE
EXPENSES OF THE GOVERNMENT OF THE DISTRICT
OF COLUMBIA FOR THE FISCAL YEAR ENDING
JUNE 30, 1917, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations



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SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS.

JOHN WALTER SMITH, of Maryland, *Chairman*.

LUKE LEA, of Tennessee.

JACOB H. GALLINGER, of New Hampshire.

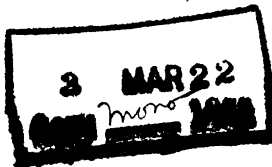
ROBERT L. OWEN, of Oklahoma.

WILLIAM P. DILLINGHAM, of Vermont.

JOSEPH T. ROBINSON, of Arkansas.

CHARLES CURTIS, of Kansas.

KENNEDY F. REA, *Clerk*.



DISTRICT OF COLUMBIA APPROPRIATION BILL, 1917.

WEDNESDAY, MAY 31, 1916.

The subcommittee met at 10.30 a. m.

Present: Senators Smith (chairman), Lea, Gallinger, Dillingham, and Curtis.

Oliver P. Newman, president of the Board of Commissioners of the District of Columbia; Louis Brownlow, Commissioner of the District of Columbia; Lieut. Col. Charles Kutz, Corps of Engineers, Engineer Commissioner of the District of Columbia; D. J. Donovan, secretary to the Board of Commissioners; and Daniel E. Garges, chief clerk of the engineer department, appeared.

STATEMENT OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA.

The CHAIRMAN (Senator Smith of Maryland). Gentlemen, we assume that you have gone through the pending District of Columbia appropriation bill, and before we proceed as a subcommittee with the bill we would like to hear what you have to say, pro or con, in regard to it, so that we may be informed of your views.

Commissioner NEWMAN. Mr. Chairman, do you desire us to take up the items in their order?

Senator SMITH. Yes; I think you had better go right on. Do you not think that is the better plan, Senator Gallinger?

Senator GALLINGER. I think that would be the better plan.

Commissioner NEWMAN. Do you care to have any statement from us on the legislative provision?

Senator SMITH. Yes; that is at the beginning of the bill.

Commissioner NEWMAN. Yes; it begins on the first page, the change from the half-and-half to the manner in which the House proposes the appropriations shall be made.

Senator GALLINGER. It is such a violent change that I think the commissioners ought to be very frank about the matter.

Senator SMITH. Very frank.

Commissioner NEWMAN. We will be very glad to give our views fully.

As you all know there was a joint committee of Congress that investigated the fiscal relations last fall. They held a very long series of hearings. At those hearings the commissioners appeared and presented their opinion as to the fiscal relations, and suggested changes; and the provision as embodied in the bill as passed by the House is to a very great extent similar to the suggestion as to fiscal relations made by the two civilian members of the board of commis-

sioners. There is this difference: We realized for some time that it was probable that a change in the fiscal relations would occur in the near future because of the conditions obtaining and revolving about those fiscal relations. We felt that particularly because under the rigid tax rate of \$1.50 a hundred, which was fixed by act of Congress and has not been changed for 35 years, the amount of revenues raised from District property automatically increased without any bearing upon the amount of appropriations to be made for the District. In the last few years that rigid tax rate had automatically produced considerably more money than the District's half of the annual budget. Anticipating that, seeing that coming, we felt that if that surplus got very large other changes would be very likely to come.

You are familiar, of course with the efforts to make a change that have been made for the last several years, particularly in the House of Representatives. So we devoted a good deal of study and thought and investigation to the question to the end that we might be prepared to give our opinions to the joint committee if they were requested.

The opinions were requested, and the plan which Mr. Brownlow and I recommended was that Congress ascertain, by whatever investigation Congress chose to adopt, what a fair rate of taxation would be in Washington compared with other cities of comparable size—that is, that Congress might have the Census Bureau make an investigation to ascertain what could be a fair tax rate for the city of Washington.

Senator SMITH. For the citizens of the city of Washington?

Commissioner NEWMAN. For the citizens of the city of Washington. We felt that one living in Washington should be willing, and we believe that they are willing, to pay taxes fairly comparable with the taxes paid anywhere else. Every person pays taxes for the benefits of the government which he receives.

Senator LEA. May I ask do you propose to compare it to the city tax rate in other municipalities or to the entire tax rate in other municipalities?

Commissioner NEWMAN. I would compare it to the entire taxes paid, and Congress, having ascertained what a fair tax would be for the city of Washington, would establish it.

Senator CURTIS. You mean the rate?

Commissioner NEWMAN. Congress would establish a rate that would produce a fair tax.

Senator SMITH. A fair tax for the residents of the District of Columbia?

Commissioner NEWMAN. Yes, sir. Then, our proposal was that the money collected by that tax should be deposited in the Treasury of the United States to the credit of miscellaneous receipts, just as the postal receipts, the income tax, the customs receipts, and the internal revenues are deposited, and that the appropriations for the District of Columbia should then be made from any money in the Treasury not otherwise appropriated, and that we forget this question of proportions about which there has been so much feeling between some Members of Congress and some of the people of the District of Columbia. We felt that if that could be done it would to a very great extent remove the bone of contention which seem to have required a lot of chewing in the last few years.

The provision as it has passed the House is, in effect, that proposal, but in the manner in which it is done it is a little different. The House provision in the first place continues the \$1.50 tax rate.

Senator CURTIS. Which is too high?

Commissioner NEWMAN. I would not say so, Senator.

Senator CURTIS. I thought you said it was producing too much revenue.

Commissioner NEWMAN. It is producing too much money under the half-and-half arrangement.

Senator CURTIS. I see.

Commissioner NEWMAN. Whether it is fair as comparable with other cities would require a very careful and very exhaustive investigation, which we have not had the facilities or the means or the time to make.

Senator GALLINGER. Or the authority.

Commissioner NEWMAN. Well, of course, we could make it without authority if we had time, if one of us had time to get on a train and go all over the country.

The House provision requires that such money as is raised in the District of Columbia by the \$1.50 a hundred rate shall be deposited in the Treasury and shall be expended to pay the District appropriations as far as it is available, and that the Government shall make up the difference between those District revenues and the total of the bill.

Senator GALLINGER. Is not that substantially your suggestion?

Commissioner NEWMAN. It is, substantially, as I said; in effect it is, but our feeling is that it may retain at least a part of the cause of argument, the question of the proportion, as to how much the District is paying and how much the General Government is paying.

Senator GALLINGER. According to the House bill, the way it will operate the coming fiscal year the District will pay something like \$8,000,000 and the Government will be called upon for a little over \$3,000,000.

Commissioner NEWMAN. Yes; as the bill passed the House.

Senator SMITH. That depends entirely upon the disposition of Congress to make improvements in the District of Columbia.

Commissioner NEWMAN. Yes, sir.

Senator SMITH. If appropriations for improvements that are necessary and ought to be made were granted probably the Government would pay an amount equal to the amount paid by the District of Columbia. I believe if the recommendations of the commissioners had been granted the amount that the citizens of the District of Columbia would pay and the amount paid by the Government would be almost equal. Would it not?

Commissioner NEWMAN. Yes, sir.

Senator SMITH. There would not be much difference?

Commissioner NEWMAN. No, sir.

Senator SMITH. It would almost make a half-and-half appropriation?

Commissioner NEWMAN. Almost; it would be about \$8,000,000 and \$7,000,000.

Senator SMITH. And the House cut it down to about \$4,018,000, I believe.

Commissioner NEWMAN. I feel very strongly, however, that this is the National Capital, that this is the National City. There are 350,000 people who live here, but primarily this is the National Capital. Congress under the Constitution has exclusive authority over the District of Columbia. Congress exercises exclusive authority and certainly for many, many years to come Congress will continue to exercise exclusive authority over it. In other words, the Government of the United States has run this city and it is going to continue to run the city.

Senator SMITH. It ought to run it.

Commissioner NEWMAN. It ought to run this city; and it has the responsibility for running the city under the Constitution and various acts of Congress. It is going to do that at least for a long, long time. We feel, however, that the financial responsibility should be wholly on the Government, and made to harmonize with all the Government's other responsibilities; that instead of our having continual wrangles here about whether the Government should pay one-half and the District one-half, or the Government one-third and the people of the District two-thirds, or the people of the District one-third and the Government two-thirds—instead of this continual bickering over the question of percentage—we felt that Congress should simply carefully determine, in its opinion, as to what a fair rate of taxation would be for the people of Washington, so that the tax would be a payment which they would make for the privilege of living here, and then forget, if possible, how much of a tax that is, whether it is one-half or one-third or four-fifths, but to put it into the Treasury along with all the other money of the United States, and then for Congress to make all the appropriations for the District of Columbia from any money in the Treasury not otherwise appropriated.

Senator GALLINGER. Mr. Newman, on that point, it appears to me—and I made the suggestion last year—that with the system which has been inaugurated now, taking the revenue of the District and applying it in whole, the Federal Government appropriating whatever may be needed to meet the requirements of the District as Congress deems wise, it would inevitably result in taking all the District revenues and such portion of the Federal revenues as an economical Congress might choose to appropriate. That is exactly what has happened in this case. Considering the situation as it confronts us today, is there any hope, in your opinion, of Congress being able at this late day to harmonize the matter so that we can wisely and fairly decide upon a system different from the half-and-half system this year? In other words, does it not strike you, as it strikes me, that we shall inevitably be driven to restore the old system for one year more and then endeavor to work out the plan that you suggest or that may be suggested by other people?

Commissioner BROWNLOW. If I may be permitted—

Commissioner NEWMAN. Certainly.

Commissioner BROWNLOW. Under the current appropriation there is really no adherence to the half-and-half principle. The people of the District pay about 66 per cent and the Government about 34 per cent. There is no provision whereby that surplus can be restored to any District account. There is no account in the Treasury Department of District of Columbia revenues under the law now.

A great deal of data was submitted to the joint committee on fiscal relations. The joint committee sat here for two months and went into the whole question at length, and devoted a great deal of time and thought to it. I think its finding that the present taxation of the District of Columbia is fair and compares favorably and equitably with other cities of like size ought to have a great deal of weight. If this change is to be made it would be better to make it in some such fashion as is now proposed and leave the question of a readjustment of tax rates until some future day, possibly the time of the next decennial census, but let the tax system go on as it is now undisturbed.

The only suggestion I have to make is that if this is done the primary obligation for the support of the District government ought to be upon the Nation and not upon the District.

The way the bill now reads the District people have the primary obligation; in other words, their money is to be first exhausted, and after it is exhausted then Congress comes along to supply the deficit from the Federal funds. I think it should really be turned around; and the recommendation the fiscal committee made would turn it around. Let the revenues collected here go into the Federal Treasury, and let the appropriations be made from any money in the Treasury not otherwise expended, so that the appropriation for the District of Columbia would be exactly like an appropriation for the Military Academy at West Point. It would come out of any funds without regard to their origin, without regard to the taxes paid by the people here, merely as a sort of privilege tax for the privilege they have of residing here.

Senator GALLINGER. The difficulty about that is what I endeavored to point out. Perhaps I did not make it clear. I have believed that we ought to appropriate a considerably larger sum in the District of Columbia appropriation bill than we have done during the last few years. As an illustration, I was in favor of matching the District funds last year with the same amount from the Federal Treasury. But an economical Congress would not agree to that. They cut your estimates down precisely as they have done this year. They have cut your estimates down about \$4,000,000 this year, taking that amount off your estimates. If Congress would make an appropriation substantially equal to the money collected from the citizens and paid into the Treasury of the United States, there would be greater equity in it and we would get better results. There are vast improvements needed in the city of Washington that this bill does not recognize at all.

Commissioner NEWMAN. That is true, Senator.

Senator GALLINGER. And it is a mere question as to whether there is any escape from what the House of Representatives has put up to us, that the District of Columbia shall be assessed something over \$8,000,000 and the Federal Government \$4,000,000 to carry on the affairs of the District for the next fiscal year.

Senator LEA. Is not the proportion of 66 and 34 the basis of the appropriations made by the House in the bill rather than your estimates?

Commissioner BROWNLOW. No; I speak of the existing law, the current appropriation act.

Senator SMITH. The proportion of 66 to 34 is the recommendation of the House, not the recommendation made by the commissioners.

Senator LEA. That is what I thought.

Senator SMITH. If the estimate made by the commissioners would be adhered to it would be almost half and half, would it not?

Commissioner BROWNLOW. Almost; this year and last.

Commissioner NEWMAN. There is one point in connection with what you said, Senator, that I would like to say a word on. However, we do not want to take advantage of this opportunity unless you deem it material and want to hear us.

Senator GALLINGER. This a very important matter.

Senator SMITH. It is an important matter, and we want all the light on it we can get.

Commissioner NEWMAN. It seems to me there is a fundamental economic objection to your suggestion, Senator Gallinger, that the Government should put in dollar for dollar. The objection is this: The proper angle on which to approach the making of appropriations or expenditures for any community is the needs of the community and not that because \$8,000,000 was raised in the District. Congress should appropriate \$8,000,000.

Senator GALLINGER. I will say in justification of my view that I did not mean that we should dump in a similar amount without careful consideration of the matter.

Commissioner NEWMAN. I am not thinking so much about what was in your mind as of the position that appears to be assumed. The real interest, the real motive, the development of these things, the needs, are likely to be regarded as secondary to a tax such as is suggested, whereas the needs ought to be the primary consideration. I think there is this objection to it also from the standpoint of the commissioners who make the estimates. Every other city in the country makes up its budget almost exclusively from the standpoint of the anticipated needs of the city. The budget committee or the city council views the situation at the beginning of the year and makes an estimate of the needs. Then after determining that they fix a tax rate to produce sufficient revenue to meet those needs.

Now, here in the District of Columbia, because of our curious status, the mental attitude of the commissioner who is to make the estimate may be this: That when he sits down to make up his estimate he might very easily say, "Well, we are going to have \$16,000,000 next year, how shall we spend it?" Instead of approaching it from the standpoint of the needs, he may be inclined to approach it from the standpoint, "We have all this money here now, what shall we put in to absorb all that money?" We try to take the other attitude—approaching it from the standpoint of the needs of the community. I have no doubt we are influenced, consciously or unconsciously, by the fact that there is this large amount of money available if the half-and-half principle continues. It seems to me the tendency would be to encourage the people who make the estimates to be extravagant, whereas they should, of course, be properly economical.

Now, I should like to say just a word briefly on another point. I wish to state my feeling about the half-and-half principle. If you will examine the original act of 1878, you will find that the thought in the mind of Congress and the stipulation in the act in exact words

was that the commissioners should prepare estimates annually for the needs of the District, and to the extent to which Congress approves those estimates Congress will appropriate 50 per cent thereof—this is not the exact phraseology, but it is almost—"and by appropriate taxation upon the property and privileges of the District of Columbia Congress shall levy taxes that will produce the other half of it."

That act contemplated that Congress would every year fix a tax in the District of Columbia that would produce the other half of that annual budget. But very soon thereafter Congress fixed a rate of \$1.50 a hundred, which was not sufficient to meet the District's half. It happened that that was not enough to meet the District's half, and then Congress apparently forgot the original theory of the half-and-half plan, which was that they each year should impose taxes that would produce the District's half. Congress went on appropriating as if the rate of \$1.50 a hundred was a fixed, rigid thing which could not be changed.

Senator GALLINGER. And loaned money to the District to make up the other half.

Commissioner NEWMAN. And would make a loan to the District at 2 per cent to make up the deficiency in its half. As long as the dollar and a half a hundred produced less than the District's half, of course, the system worked fine, but in the last few years, as property values have increased and the dollar and a half a hundred has remained in operation, it has produced more than the District's half. If Congress had consistently and logically followed the theory of the half-and-half act of 1878, when it saw that the tax rate of a dollar and a half a hundred was producing more than the District's half, it would have reduced that rate; in other words, it would have carried out the original theory, which was to fix a rate that would produce the District's half. Instead of that it left a rate which produces more than the District's half.

Now, that surplus of purely District revenues the 1st of July will be nearly \$2,000,000, and it is that surplus which has created in the minds of many Members of the House the feeling that the United States was paying too much.

It seems to me that there are only two theories upon which you can justify a continuance of the half-and-half principle. One is the theory—a logical theory—of imposing a tax rate each year that will produce the District's half and no more.

Senator CURTIS. In other words, to carry out the letter of the law.

Commissioner NEWMAN. To carry out the letter of the original law. The other theory is for Congress to appropriate twice as much every year as the \$1.50 a hundred produces. It seems to me that you have got to take one or the other of these theories in order to justify a continuance of the rate.

Senator GALLINGER. Mr. Newman, I think you will agree with me that you can not reduce the rate without a riot in Congress.

Commissioner NEWMAN. I think not.

Senator GALLINGER. I think Congress feels that the present rate in the District is not excessive.

Commissioner NEWMAN. Yes.

Senator GALLINGER. So, if we undertook to reduce it it would give us more trouble than we have now.

Commissioner NEWMAN. Yes.

Senator SMITH. Your view in this matter is that the people of the District ought to pay a proper tax rate?

Commissioner NEWMAN. Yes, sir.

Senator SMITH. That is their duty to pay that tax?

Commissioner NEWMAN. Yes, sir.

Senator SMITH. And that the rate which is fixed is not excessive?

Commissioner NEWMAN. Yes, sir. I think you could adopt it as the opinion of Mr. Brownlow and myself that the present tax rate is not excessive. You might incorporate a direction to the Director of the Census to make a report to some future Congress on that question. It seems to me that that would be about the best governmental agency to do it.

Senator SMITH. I understand that the investigation of the committee appointed to look into the matter proved that property here was not undertaxed.

Commissioner NEWMAN. Well, I do not think it was quite so broad as that.

Commissioner BROWNLOW. They said the rate was fair.

Commissioner NEWMAN. They said the assessment was equitable and that the taxes per capita in the District of Columbia would compare favorably with those of other cities of similar size. I think that is almost the exact wording.

Commissioner BROWNLOW. There is an important point in that connection to be stated. Their conclusion was based largely on the per capita tax burden, but if you leave the rate as it is now, and the assessment as it is now, and broaden the basis of taxation, say, for instance, you include intangible personal property, I think the present rate would be excessive. On the present basis of taxation the tax burden as at present distributed is the thing that was found to be fair and equitable by the joint fiscal committee, but if you were to add several million dollars to the assessed valuation by reason of including intangible personalty, then with that rate the tax burden would be excessive as compared with other cities. Practically, in my opinion, the only way to find a comparable factor is to take one city and compare it with another, by taking the total tax burden of the community and dividing it by the number of people and so get the per capita tax burden. That was the method followed by the joint fiscal committee.

Commissioner NEWMAN. It seems to me the easiest and simplest way to handle this matter at this time is this: You take the current law. I am reading now from our estimates, which quote the current law. The very first paragraph is:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That one-half the following sums, respectively, is appropriated, out of any money in the Treasury not otherwise appropriated, and the other half out of the revenues of the District of Columbia, in full for the following expenses of the government of the District of Columbia for the fiscal year ending June thirtieth, nineteen hundred and seventeen.

Senator CURTIS. That is existing law?

Commissioner NEWMAN. That is existing law. Now, this suggestion of Mr. Brownlow's and mine can be accomplished by this language:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated,

out of any money in the Treasury not otherwise appropriated, in full for the following expenses of the government of the District of Columbia.

Senator GALLINGER. Under those circumstances we might just as well leave the law as the House of Representatives has sent it to us.

Senator CURTIS. You would have to add a further provision there that the taxes collected should be paid into the Treasury.

Commissioner NEWMAN. No, sir; that is already covered.

Senator CURTIS. Oh, I see.

Commissioner NEWMAN. Senator, Mr. Brownlow discovered a very interesting condition on that point when we were preparing for appearance before this committee. That is that the money of the District of Columbia collected here now for all purposes—all of our taxes on property and privileges and franchises and everything—is now, and has been ever since 1878, deposited in the United States Treasury to the credit of miscellaneous receipts, and all of the bills of the District of Columbia are paid from money not otherwise appropriated. There is no account of the District of Columbia in the Treasury Department.

Col. KUTZ. No; but there is in the District Building.

Commissioner NEWMAN. In the District Building; yes.

Senator CURTIS. Not in the Treasury; but there is in the District Building?

Commissioner NEWMAN. Yes.

Senator SMITH. The language you have read is practically what the House has inserted in this bill.

Commissioner NEWMAN. Except that they provide that this money collected in the District shall be set aside in the Treasury Department and used as long as there is any of it, and that when that is all spent then the Government shall make up the difference; and my fear is that that will continue the purely psychological difference between Congress and the people of the District.

Senator CURTIS. The House provision specifically provides that "hereafter" this shall be done, so as to make it permanent.

Commissioner NEWMAN. Yes.

Senator CURTIS. Of course we could change it in the next appropriation bill; but if we do not change it the wording makes it permanent law.

Commissioner NEWMAN. Oh, yes.

Senator GALLINGER. Mr. Newman, of course we, as Senators are primarily representatives of the Federal Government, and ordinarily we would not be worrying about the District of Columbia; we would be taking care of the Government. But some of use are disturbed over the situation notwithstanding, feeling that under the bill as it comes from the House of Representatives there is not a fair division of the tax burdens, as we look at it. Now, if you gentlemen, representing the District government, are satisfied with this division of \$8,000,000 from the treasury of the District of Columbia and four million from the Government—or possibly we may add a little to this, but it will not be a great deal—naturally we ought not to worry over it; but it seems to me there must be some more equitable division of the tax burdens in this Capital City of the Nation than that.

Next year you may raise ten millions, and probably will, and an economical Congress will cut down your appropriations. They

have cut them four millions this year; they will cut them again next year, and the Government will only have to add a couple of millions—ten from the treasury of the District of Columbia and two from the Federal Treasury—and so it will go, so that in a little while, if you continue to raise more money by taxation from year to year, as naturally you will in a growing city, the Federal Government will in time escape all responsibility.

Senator SMITH. According to the argument of Senator Gallinger, the Congress may be so economical that the amount of money raised by the citizens of the District of Columbia will meet all the obligations, and the Government will pay nothing.

Commissioner NEWMAN. Yes, sir.

Senator SMITH. That may be so, and to an extent the appropriations have been cut down, about \$4,000,000. It is brought down to two-thirds and one-third now. Congress might continue to be still further economical, with the taxes increasing all the time, until the Government would have nothing to pay. That is what might result from it.

Commissioner NEWMAN. Yes, sir. Now, Senator, suppose that you retain the half-and-half principle. That same identical result would happen, because this surplus over the District's half, once it goes into the Treasury, is gone. It is no longer the District's money. It goes to the credit of miscellaneous receipts, and nothing can get it to the credit of the District or spent for the District but an act of Congress. On the 1st of July, if we have a surplus of \$2,000,000 of District money lying in the Treasury, that is gone so far as the District is concerned. It goes to the United States.

Senator LEA. Mr. Newman, this seems to me to be the objection to your theory: The attitude of the House of Representatives is not hostility to the form in which the Government contributes, but it is to the amount that the Government contributes. As Senator Gallinger says, with the taxes of the growing city increasing, the attitude of the House of Representatives is going to be continually to limit all appropriations to the amount of taxes raised; and so each year, instead of having a fight over the form of the Federal Government's proportion, it is going to be over each and every real improvement that is contemplated?

Commissioner NEWMAN. Yes, sir.

Senator LEA. So that the improvement and the development of Washington as the Capital of this Nation, of which we are all so proud, is going to be halted?

Commissioner NEWMAN. Yes, sir; but you are going to have that anyway, and the retention of the half-and-half principle will not make a particle of difference.

Senator GALLINGER. You quite surprise me in saying that the surplus that now accrues to the District, because of the fact that we have not appropriated enough to exhaust it, goes into the Federal Treasury.

Commissioner NEWMAN. It does not accrue, Senator.

Senator GALLINGER. Well, it exists.

Commissioner NEWMAN. It does not even exist in an account, except in our building. It does not even exist as an account in the Treasury Building.

Senator GALLINGER. Well, we will not be technical about words, but the fact remains that there is a surplus of District funds.

Commissioner NEWMAN. No; it is not a technicality, Senator. It is the literal fact.

Commissioner BROWNLOW. How can it ever be used except by an appropriation by Congress?

Col. KUTZ. It ought to be used to pay the indebtedness of the District.

Commissioner NEWMAN. It could be, very properly.

Senator GALLINGER. That is what I supposed. I supposed the surplus you were accumulating would automatically be used by the District to meet its financial obligations in the matter of paying its debts.

Commissioner NEWMAN. No, sir. I supposed, when I first looked into it, that the surplus we would carry over and report as income for the following year.

Senator GALLINGER. It will be remembered that two or three years ago—I am not very positive as to the date—the House of Representatives put an item in the bill providing that this money should be turned into the Federal Treasury, but everybody said it ought not to be done; it would not be just. Now, you say it goes there automatically?

Commissioner NEWMAN. The House apparently did not know it. The House could have accomplished, by retaining the half-and-half principle, exactly what it was trying to accomplish by section 8 of the bill two years ago.

Commissioner BROWNLOW. The practical effect, if you pass this appropriation bill substantially without increasing the amount, would be not to change the existing law.

Commissioner NEWMAN. It would not change the proportions of the Government or of the District a particle.

Senator GALLINGER. Mr. Newman, let me propound a question to you that has impressed itself somewhat upon my mind. Have you not, under perhaps more or less criticism that existed a few years ago that your assessments were too low, gone to the other extreme, so that you are now assessing property in the District of Columbia rather too high?

Commissioner NEWMAN. No, sir. To half of your question I would say "yes." Our assessments have been criticized, and they were subject to criticism, not so much that in the bulk they were too low as that there were inequalities; in a great many cases very glaring inequalities. Those have been remedied, but the assessment at this time is not too high. It is a very excellent assessment. I have been familiar with the assessment of property in numerous cities over the country, and I doubt if there is any city where the assessment is more nearly uniformly what the law requires than here. There has been a very great deal of criticism of us along that line.

Senator GALLINGER. Yes.

Commissioner NEWMAN. It is the criticism which inevitably follows an increase; but such increases as were made were amply justified.

Senator GALLINGER. There is a constant movement of population. The apartment-house development, and the movement to the suburban sections of Washington, must have reduced the value of prop-

erty downtown enormously, where the sign "For sale" or "To let" meets you every time you look up or turn around or make an observation.

Commissioner NEWMAN. There are a few sections where it has been reduced.

Senator GALLINGER. Have you taken that into account at all?

Commissioner NEWMAN. Oh, yes; yes, sir.

Senator GALLINGER. And have you made reductions in the assessments?

Commissioner NEWMAN. Yes, sir. There is less of that, however, than you would anticipate. We will take a section, say, like that just below Thomas Circle, where the houses were residences 20 years ago and boarding houses 10 years ago. Between the time when the residents moved out and the time when the business came up there was a deterioration, but the converting of the property into business uses has much more than made up the difference.

Senator LEA. What percentage of the market value of real estate is the assessment, Mr. Newman?

Commissioner NEWMAN. Two-thirds of the actual value. The law says "two-thirds of the actual value," and we interpret "actual value"——

Col. KUTZ. Not less than two-thirds.

Commissioner NEWMAN. Yes; not less than two-thirds of the actual value. That has been the law since 1902. Soon after that provision was inserted in the law the assessors and the commissioners determined to interpret that law, or rather to use their discretion, if they had any under that law, to put it at two-thirds. I think that under that provision the commissioners and the assessors would have had discretion to assess it at full value. The law says "not less than two-thirds." We have interpreted the phrase "actual value" as it has been interpreted for the last few years by intelligent and active and honest assessors throughout the country—an interpretation which is becoming generally accepted, not only for assessment purposes in this country, but for assessment purposes all over the world—as: As an expression in dollars of the meeting of the minds of a seller willing but not compelled to sell and of a buyer willing but not compelled to buy. Of course forced sales or foreclosures or cases where a man had to buy are in a different category. If a man had a business house and owned all but 20 feet of some place and he had to have that 20 feet for his business and the man who owned the 20 feet should hold him up, we would not consider the expression of dollars in that case as necessarily a correct indication of value.

Senator GALLINGER. Just one other question, Mr. Newman, and I think I will be through. We have all been pretty busy men, as you know, of late years in matters of legislation. The joint commission made that investigation. Their findings are printed in two large volumes. I apprehend that no member of this committee has waded through the testimony or the report of that commission.

Senator DILLINGHAM. I have waded through the report.

Senator GALLINGER. There are gentlemen in Washington—and I will mention Mr. Theodore W. Noyes and Mr. Macfarland—who say that this bill is a violent departure from the recommendations of that joint commission. Have you looked into that matter with sufficient

care to tell the committee in what important respects, if any, the bill is a departure from the recommendations of the commission?

Commissioner BROWNLOW. I think, from what I have read of Mr. Macfarland's interviews and Mr. Noyes's editorials, that they base it on the theory that the fiscal committee recommended that the policy of Congress should be one of "liberal, definite, and regular contributions," and that the House bill does not reflect such a policy. The three Members of the House who were members of that joint committee—two Democrats and one Republican—voted for the bill, and voted against the motion to recommit the bill, and supported this as meeting their views. Two of them, Mr. Rainey and Mr. Gard, spoke in favor of it. There was one omission in the bill with respect to the funded debt which the House Appropriations Committee amended to meet the views of the members of the joint fiscal committee.

Senator GALLINGER. The joint commission reported that the funded debt—that is, the 3.65 bonds—

Commissioner NEWMAN. Should be continued on the half-and-half principle.

Senator GALLINGER. Yes; and this bill ignores that.

Commissioner BROWNLOW. No; it does not ignore that.

Commissioner NEWMAN. They accepted an amendment to that effect on the floor of the House.

Senator GALLINGER. I had not observed that.

Commissioner BROWNLOW. Yes; but as it passed the House it made one change on line 6 of page 1. It struck out the word "and" and inserted the word "except"—"except amounts to pay the interest and sinking fund on the funded debt"; and in another place it provided specifically that these payments should be made on the half-and-half basis.

Senator LEA. What is the amount of the funded debt of the District, Mr. Brownlow?

Commissioner BROWNLOW. It is now about \$6,000,000. If you should continue to appropriate, as has been done, \$975,000 a year, it would be completely extinguished in 1924.

Senator LEA. Was that in the form of bonds or in the form of a debt due the Government?

Commissioner BROWNLOW. The 3.65 bonds. What was known as the floating debt, consisting of the amounts advanced by the United States, has all been repaid.

Senator GALLINGER. I find that the House did adopt an amendment providing that they should be payable one-half out of the revenues of the District of Columbia and one-half out of any money in the Treasury; so that, apparently, they cured it by an amendment after the bill was reported.

Commissioner BROWNLOW. After the bill was reported.

Commissioner NEWMAN. I think the criticism of Mr. Noyes and Mr. Macfarland, that it is not in conformity with the committee report, must necessarily be that they claim a departure in the attitude of Congress in making appropriations not liberal to the District, because otherwise the House bill certainly substantially complies with the report.

Col. KUTZ. Mr. Chairman, may I say a word on this subject? Mr. Newman intimated that the Commissioners of the District were not in entire agreement on this matter. I expressed some views

before the joint committee that differed somewhat from the views shared by the other two members of the board of commissioners, and I should like to say just a few words on that subject.

We are in perfect accord in looking at Washington primarily as the Capital of the Nation, and incidentally as the place of residence of 360,000 people. We believe that, due to difference of opinion as to the fiscal relation between the United States and the District of Columbia, many things that should have been done for the betterment of the Capital have been left undone, and we agree that this condition ought to be changed. We differ as to the means of accomplishing the change. My colleagues feel that this community should be financed primarily as a national community, entirely out of the Federal Treasury, the people paying a proper tax. I feel that the principle of a fixed proportion which is embodied in the organic act, and has been the law for practically 37 years, has demonstrated its usefulness and should be retained. At the same time, I believe that the ratio ought to be changed; that 50-50, while it may have been proper and equitable in 1878, and fairly equitable for 37 years, is not now equitable. The community, in my judgment, is growing more rapidly than the Capital—that is, the community features are growing more rapidly than the National Capital features; and that for this reason the proportion of 50-50 should be changed. As the result of an investigation we could just as well now determine a new proportion as our legislators determined the present proportion in 1878. Possibly we have more facts on which we could base the proper distribution.

Senator GALLINGER. Theirs was a guess, of course, in making it half-and-half. They had no facts upon which to base it.

Col. KUTZ. Naturally, and this would be somewhat of a guess. We may not be able to guess a percentage now that would last for 37 years; but there is no need to do that. If we should agree upon a percentage and establish it, it could be changed at the end of a 10-year period, just as our representation in Congress changes every 10 years. Fluctuations in population within the 10-year period do not affect representation in Congress. Fluctuations in values, in tax receipts, need not affect the proportion for a given period of time; and, at the end of that period, in fixing a new proportion we could take into consideration any inequalities that had existed during the past 10-year period.

I advocate that principle in the belief that the District of Columbia will prosper and develop more rapidly and more harmoniously under it than it will under the other system.

Senator GALLINGER. What proportion would you suggest, Major

Col. KUTZ. I do not like to take the responsibility of suggesting a proportion without the detailed investigation that I think ought to be made; but it might well be fixed at 60 and 40, and left at that rate for a period of years.

Commissioner BROWNLOW. If that is done—if a fixed proportion either half-and-half or another proportion, is determined upon—I think it highly important that something should be done to make it certain that it will work in that proportion. Either the funds to bring up the District part of it ought to be raised by a tax rate determined after the appropriation is made, so that you can get the amount required, or there ought to be some system whereby the

surplus one year or the deficit another year will be carried on into the next year to be made up.

At the present time, under the present law, the current act on the statute books under which we are now operating and the current revenues for this fiscal year the actuality is not half and half, as the law says, but 66 and 34. If the Government pays about four millions for the current year, the District revenues amount to about eight millions. Now, there is \$1,000,000. The half of that would be about two millions for the District, surplus, but it can not be recovered for the uses of the District without a specific appropriation by Congress. I would suggest also that if any definite proportion is to be established in this bill as it passes, something ought to be done as to the surplus that is there now, and a provision ought to be put in the bill allowing that to be used to apply to the funded debt.

Col. KUTZ. Yes; I think so, too.

Commissioner BROWNLOW. I think that ought to be done, and I think it ought to be done, even if the fiscal plan is changed, for the reason that the bill was passed in good faith by Congress under the half-and-half principle.

Commissioner NEWMAN. Of course, if Congress should determine on a fixed proportion, as Col. Kutz suggests, if there are votes enough in both Houses to do that, I should imagine it would be relatively simple to attach to it the protection of any surplus such as Mr. Brownlow suggests.

Commissioner BROWNLOW. I should like to say one thing further, and that is, that it has been my belief and is now my belief that the result—and it is a result that I think will be brought about in a comparatively few years—of the indefinite proportion will be to liberalize the attitude of Congress in making appropriations for the District of Columbia. I believe that the position I took was in the best interests of the future of the National Capital.

Senator SMITH. One important thing, in my opinion, is that there ought to be some arrangement by which Congress will be willing to spend money to beautify this city and to make it a city such as it should be. I think that should be the paramount object. Of course, there is a difference of opinion about it; but, speaking from a personal standpoint, if they would spend the money that is necessary and creditable to this capital, I believe there would not be much difficulty about adjusting the proportions.

Commissioner NEWMAN. None at all.

Commissioner BROWNLOW. I agree with you absolutely, Mr. Chairman.

Senator SMITH. Hence, I believe that Congress will be justified in spending just as much money to improve this Capital as will be raised by a fair rate of taxation on the people of the District of Columbia. I think to-day that there can be enough money spent properly to equalize all the money that will be collected on the half-and-half plan from the people of the District of Columbia; and I think that should be the object at which we should aim—to get some means by which we can beautify this Capital, and give it what it ought to have. As the fact is, I presume that you gentlemen in making your estimates have estimated what you actually believe this

Capital ought to have. That would almost equalize it as it is to-day. There would be very little difference.

Commissioner NEWMAN. Yes, sir; and we left out a great many things that we would have liked to include.

Senator SMITH. That is a question that we want to solve in this Congress—what is the best way to get at it.

Commissioner NEWMAN. Of course, the real difficulty with that, Senator, is that Congress, of course, as you know, can not by the passage of any law force any succeeding Congress to make an appropriation that it does not want to make, no matter what the form of government may be, no matter what the fiscal relationship is legally.

Senator SMITH. Of course the argument is good on the part of you gentlemen that the people of the District of Columbia who live here and have the privileges they enjoy here ought to pay a proper tax; but, as Senator Gallinger goes on to say, it could be so fixed by Congress, in cutting down expenses, that the District of Columbia would pay it all, and the Government would pay none.

Senator GALLINGER. Yes; and we are confronted in this bill, Mr. Chairman, with the rather serious proposition that the other House has provided that the revenues of the District this year shall be taken in their entirety, and then, instead of being liberal—as it has been suggested that it might result in liberality—instead of being liberal, they have cut off four millions from the estimates of the commissioners, loading the burden on the District, and unloading it from the Federal Treasury.

It is an anomalous situation. Of course, we all know that the other House expect the Senate to add a very considerable amount to this bill, to which they will agree in part. In other words, about half that we add to it will remain in the bill, and the other half will go out in conference; so that there will be a larger contribution by the Federal Government when we get through with the bill than if we leave it in the shape in which it came over from the House. But, after all, it is rather a troublesome situation, and one that I think is going to increase rather than diminish, unless we can find some common ground; and where that common ground is I do not know.

One very important member of the joint commission has said that this bill is a violent departure from the recommendations of the joint commission; that they never intended that any such proportion as that which is in this bill should have been loaded upon the revenues of the District. I do not know how that may be. However, as a committee we must adjust this matter in some way—either let it remain as it is or continue for one year more the half-and-half principle, or adopt the suggestion of Col. Kutz that we shall change the proportion and try that experiment, or devise some other means that is not visible to the naked eye at the present time.

It is a pretty important responsibility, as I view it. Of course, if we should accept the line of least resistance, we would agree to the proposition in the bill and let it go at that; but I do not believe the Senate will feel that way.

Senator SMITH. Have you gentlemen now said all that you desire to say in regard to this matter? You have no further suggestions to make, other than what you have said, in regard to the change recommended by the House?

Commissioner NEWMAN. I think not.

Commissioner BROWNLOW. I think not.

Senator GALLINGER. Has this proposed change commended itself to any trade organizations, or what you call citizens' associations, or the chamber of commerce, or the board of trade, or, has it not been pretty generally condemned?

Commissioner NEWMAN. It has been very generally condemned by the organizations in the city; yes, sir.

There is just one further point I should like to suggest before we leave that subject. I think the opposition is very natural, Senator, and I can not help feeling that it is a sort of a natural conservatism that is based on this feeling: "Here is a system that we have had for 40 years, and it has worked fine. We had better not change it." I think that, except among a comparatively few people of the District, there is not an intimate, thorough knowledge of all of the details of the condition that confronts us to-day. It has worked well; but this matter that I pointed out to you, as to what would become of this surplus on the 1st of July—details of that kind, I am satisfied, are known to comparatively few people.

Senator SMITH. Why should not that surplus go to pay the funded debt?

Senator CURTIS. It should.

Commissioner NEWMAN. It should. It is a perfectly proper fund to use for that purpose, but it requires an appropriation to do it.

Senator SMITH. The people of the District owe it, and that is where it should go. It is their money, and they owe the money represented by the bonds, and they ought to liquidate that debt.

Commissioner NEWMAN. Two years ago we submitted that proposal in our estimates.

Senator GALLINGER. We probably would have to appropriate an equal amount from the Federal Treasury.

Commissioner NEWMAN. Of course Mr. Noyes would immediately say that to apply it to debt was a violation of the half-and-half principle; but it would much better, from the standpoint of the District taxpayer, to have it applied to the funded debt than to have it go into the Treasury of the United States and be gone.

Commissioner BROWNLOW. It would mean the appropriation of \$4,000,000.

Commissioner NEWMAN. Under the half-and-half plan.

Commissioner BROWNLOW. Under the half-and-half plan.

Senator SMITH. I did not catch your last remark.

Commissioner BROWNLOW. I say, if you followed the specific report of the joint fiscal committee, which said that the funded debt must be paid half and half, then, to make that surplus available for that purpose would require an appropriation of \$4,000,000 in addition to the \$975,000 annually provided.

Senator CURTIS. It would only require the appropriation of \$2,000,000, and authorizing the placing of this \$2,000,000 to the credit of the fund; that is all.

Senator SMITH. Yes; of course it is already appropriated.

Commissioner NEWMAN. I just wanted to say, Senator, that when you get into the consideration of this subject later, if there is any way in which we can be of assistance, either in giving information

or getting data or by the expression of opinion, we will be available at any time. We want to help in every way we can.

Senator SMITH. It does seem to me that before we commence expending money that has been collected from the citizens of Washington in the way of taxes to pay what is contrary to the law that now exists, they ought to be allowed to have the money which is in excess go to pay what they have failed to make up in the past of this funded debt. In other words, if they have incurred a debt in the past, and they have more money now than is necessary, they ought to be allowed to apply that to the past debt.

Commissioner NEWMAN. That is perfectly proper.

Commissioner BROWNLOW. I think that is absolutely true; and we have been operating under the half-and-half law that made that provision, so that that theory would be operative, and that surplus should be available for that purpose.

Senator SMITH. First, before we make a change, we should start even.

Commissioner BROWNLOW. We should square the books before making a change, in any event.

Senator LEA. I understand the position of Mr. Newman and Mr. Brownlow is that under the current law you are not operating under the half-and-half principle.

Commissioner NEWMAN. No, sir.

Senator LEA. It is 66 and 34?

Commissioner BROWNLOW. About 66 and 34.

Senator LEA. And unless some suggestion like that made by the chairman is adopted—

Commissioner BROWNLOW. And, of course, if you went on as it is now, and the appropriations were kept down, even under the half-and-half law you would soon extinguish the debt, and there would be a surplus which would require extraordinary liberality on the part of succeeding Congresses ever to reach.

Senator SMITH. If the people here have been held in the past to pay half-and-half, and in order to pay that half-and-half they became indebted, and they borrowed money in order to do it, it seems to me that when they get above the half-and-half they ought to be allowed that money in order to liquidate the debt they have incurred in the past.

Commissioner NEWMAN. That is not exactly correct, Senator. This is the old Shepherd régime debt.

Senator SMITH. I understand; but it is against the people of the District of Columbia.

Commissioner NEWMAN. Yes; but I mean it was not a debt contracted during the operation of the half-and-half plan. It was contracted prior to 1878.

Senator SMITH. But it is owing by the people of the District of Columbia.

Commissioner NEWMAN. Yes, sir.

Senator LEA. On the basis of what the Federal Government has paid, does the District owe the Federal Government anything?

Commissioner BROWNLOW. No; nothing.

Commissioner NEWMAN. No; we do not owe them anything.

Senator GALLINGER. They have liquidated all the floating debt—everything except the bonds.

Senator LEA. What amount of surplus has been carried from year to year out of the District funds to the general account of the Government?

Commissioner NEWMAN. Practically none. There has usually been a deficit.

Senator LEA. I thought you said there was \$2,000,000 this year.

Commissioner NEWMAN. The 1st of July there will be about \$2,000,000.

Senator LEA. This will be the first year?

Commissioner NEWMAN. Yes, sir.

Commissioner BROWNLOW. There was a surplus of \$186,000 at the end of last year.

Senator LEA. But there was never a surplus before.

Commissioner BROWNLOW. No, sir. There were some surpluses, but they were immediately applied to pay off the floating debt—not the bonded debt, but the floating debt; and the floating debt was extinguished by such surpluses. Whenever Congress did not appropriate double the amount of the revenues, that surplus went to pay the floating debt, until the debt was extinguished. It has now been extinguished.

Senator GALLINGER. Mr. Newman, as a result of some investigations that I made a few years ago—and I regret that it is not clearer in my mind than it is to-day—I found that there were a great many statutes in which the half-and-half principle was recognized and specifically stated. It seemed to me that I found more than 20.

Commissioner BROWNLOW. More than that. The Aqueduct Bridge act, which was signed the other day, is an instance.

Senator GALLINGER. Yes; I think there were a much larger number than 20 when I looked it up. It seems to me that if we are going to destroy the half-and-half principle in this bill we will have to go through the statutes and find out what we have got to do to equalize those matters.

Commissioner NEWMAN. Yes, sir. For instance, all the fees collected by the District, license fees and money—all collections of any kind except taxes—are deposited in the Treasury, one-half to the credit of the United States and one-half to the credit of the District.

Senator GALLINGER. Precisely.

Commissioner NEWMAN. That would have to be changed to conform with whatever appropriation scheme is adopted.

Senator GALLINGER. Yes; and you will find that it will be quite a task to go through the statutes.

Senator CURTIS. It ought not to be done in an appropriation bill.

Senator GALLINGER. No. It might be possible to cover that with one blanket clause. I do not know.

Commissioner BROWNLOW. It is so sought in this bill, in the latter part.

Commissioner NEWMAN. Getting back for a moment to your question about the organizations in the District who favor or oppose this change, as I said, I think it was the feeling among the average people of the District that "this has worked well for 40 years; why change it?"

On that point I want to say something which is pure opinion. Of course, it is not a thing that is demonstrable by evidence, but I believe it very firmly. That is that the development of Washington

since 1878, consistent and regular and effective, and the attitude of Congress in the matter of appropriations, etc., has not been due to the half-and-half feature of the act of 1878, but, on the other hand, has been to a much greater extent due to the fact that since 1878 the complete, exclusive control of that development has been with Congress. Prior to that time, as you know, there was a great deal of waste and extravagance and improper administration.

Senator GALLINGER. Under the local government?

Commissioner NEWMAN. Yes. In 1878 Congress stepped in and said: "We will take charge of this city. We will run it. We will collect the money. We will make the appropriations;" and it has done so. I think it has been the congressional control rather than the mere 50-50 financial arrangement that has produced the development of this city, although the people of the city think that it is the half-and-half plan that has done it, and do not realize that certainly a very potential factor—to my mind the potential factor—has been the congressional control.

Senator GALLINGER. Federal supervision.

Commissioner NEWMAN. Federal supervision, and more than supervision—absolute Federal control.

(The subcommittee thereupon took a recess until 2.30 o'clock of the same day.)

AFTERNOON SESSION.

The subcommittee reconvened at 2.30 o'clock p. m.

STATEMENTS OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA—Continued.

Senator SMITH of Maryland. We have discussed this morning the half and half. We will now take up this bill, if it is agreeable.

GENERAL EXPENSES.

EXECUTIVE OFFICE.

I notice, on page 2, under the head of "General expenses," the salaries of two commissioners are made \$7,500 each. The House allowed the same as before, \$5,000 each. Have you gentlemen anything to say in respect to that?

Commissioner NEWMAN. Mr. Chairman, we submitted to the House committee a memorandum showing the duties of the Commissioners of the District of Columbia, which memorandum appears in the House hearings, at page 12. It is a very complete memorandum, giving comparisons of the duties at the present time and the increase in duties since the salary was fixed at its present figure, \$5,000, and I think that statement embodies everything that we would care to present on that subject.

Senator CURTIS. What about your secretary, for whom there is an estimated increase from \$2,400 to \$3,000? Is not \$2,400 the usual salary that is paid to secretaries?

Commissioner NEWMAN. This man is the secretary of the board of commissioners, not a secretary to the individual commissioners. He is really—

Commissioner BROWNLOW. Secretary of state of the District of Columbia.

Commissioner NEWMAN. He is very valuable. It is a very important position. Of course, he is the connecting link between the commissioners and all of the District establishments, the departments and the machinery, on the one side, and to a very large extent between the commissioners and the public. The duties have enormously increased in recent years, and we consider that it is very, very important to have a salary for that position which is commensurate with the duties. It is certainly one of the most strenuous places, if not the most strenuous place, in the District government, and a position also, of course, of very great responsibility.

Senator LEA. When was the present salary fixed?

Commissioner NEWMAN. The present salary was increased from \$2,160 five or six years ago.

Senator GALLINGER. Mr. Chairman, I am going to venture a suggestion as to these recommendations for increases of salaries. I assume that the commissioners felt that in every instance it would be proper to make these increases.

The CHAIRMAN. I think it is hardly necessary to go over each individually.

Senator GALLINGER. No; we can take them up ourselves. But I was going to suggest that if there was any case that was of more than particular merit, the commissioners might call our attention to that.

Commissioner NEWMAN. I think, of course, we have covered all of the cases pretty fully in the hearings on the bill in the House.

The CHAIRMAN. The Senator's suggestion was, not to particularly individualize them, but if there was any special case that was more pronounced than the balance, we would be glad to hear from you.

Commissioner BROWNLOW. There is one thing on page 3 that I would mention. There might be an opportunity such as you speak of. Running all the way through our bill and through the estimates is that new language which is found in lines 21, 22, and 23:

For transportation, means of transportation, and maintenance of means of transportation, including allowances to inspectors for automobiles at the rate of \$25 per month each, and for horse and buggy at the rate of \$20 per month.

And in lines 16, 17, and 18:

For provision and maintenance by themselves of two motorcycles for use in their official inspection of elevators, \$12 per month each.

We found that in past appropriations the allowances to employees of the District who used their own transportation in the District service would vary. One man would get \$30 a month for a motor car and another \$20 a month, and horses and buggies were some of them \$20 a month, and some of them \$25 a month, and some \$27.50 a month; so that we attempted to standardize by making an allowance of \$25 in every instance for an automobile, \$20 for a horse-drawn vehicle, and \$12 for a motorcycle. The House committee follow that recommendation, so that that runs all the way through the bill.

Senator GALLINGER. Yes.

BUILDING-INSPECTION DIVISIONS.

Col. KUTZ. On page 3, line 8, there is a proposed increase of \$200 for the principal inspector of buildings, from \$1,800 to \$2,000. Lately the commissioners have forbidden employees in the building inspector's office to do any work of the class passed upon in that office for outside parties. Heretofore a number of employees of the building inspector's office, by doing work out of hours, have been able to earn extra compensation, but we felt that as an administrative measure that practice was bad. The recent order constitutes an additional reason for increasing the compensation of the principal inspector from \$1,800 to \$2,000.

Senator SMITH of Maryland. That is a recent restriction, is it?

Col. KUTZ. Yes, sir.

Senator GALLINGER. Upon what theory do you deny a man the right to earn a little extra money out of hours if he discharges his duty faithfully during hours?

Col. KUTZ. It is only work of a character which must be passed upon in the office in which he is employed that he is forbidden to do outside of office hours. We felt that there was room—not that there has been any collusion—for an employee of the office to favor work that was done by another member of the office.

Senator GALLINGER. I have in mind one case where I think that that is a very unfortunate decision—not by the commissioners, however. That is the reason I asked the question. I never have been able to quite see, if a man is an honest man, why he might not be allowed, if he is getting a small salary, to spend an hour or two after half-past four in the afternoon earning an honest dollar.

Col. KUTZ. We do not object to that at all, Senator. We encourage it in every way we can; but we feel that where a man is engaged in preparing the plans for buildings which must be passed upon by the office in which he is employed, there is room for improper conduct; not that there is any knowledge on the part of the commissioners that such improper conduct was taking place.

Senator GALLINGER. You lay stress on that one salary of the principal inspector?

Col. KUTZ. That is the case in which I know that the man has been earning considerably more than the difference in the compensation we recommend.

Commissioner NEWMAN. These estimates of increases were prepared before that order of prohibition was passed.

Col. KUTZ. That is why I refer to it as an additional reason for the increase.

ASSESSOR'S OFFICE.

Commissioner BROWNLOW. Did you speak of page 5?

Senator SMITH, of Maryland. What is that?

Commissioner BROWNLOW. I thought someone spoke of something on page 5.

Senator SMITH, of Maryland. Yes. I was looking at page 5.

Senator GALLINGER. That attracted my attention, and I was going to make an inquiry about it. I have personally always believed that real estate ought to be assessed every year instead of every three years, as is now the habit in the District, and I noticed that you recommended that that change should be made.

Commissioner NEWMAN. Senator, I think that is an exceedingly important thing, and I should like very much to see that done, so that we might have annual assessments and provision made for a force sufficient to do the work. At the present time we have three assessors of real estate, and they are required to view each parcel of real estate in the city, and there are 80,000 parcels.

Commissioner BROWNLOW. Each of the three of them is required to inspect each and every parcel.

Commissioner NEWMAN. Yes: the provision is not that the board shall view each parcel, but each of the members of the board is required by law to view personally each parcel of real estate. Now, that is not a particularly objectionable thing. I do not mean that I am raising any objection to that, but if that requirement is placed upon us, of having an annual assessment, we should have, of course, a sufficient number of assessors provided to comply with the requirement. I mean that we should be able to district our territory and put our force in the various districts. Of course, there are changes in values within three years which should be recorded, which should be acted upon before the three years has elapsed; the inequalities develop a just cause of objection because of inequalities when the three-year period elapses between adjustments. This comes in my department according to the division of matters among the commissioners, and I have devoted a great deal of attention to it since I have become commissioner.

Senator GALLINGER. Do you know of any other municipality that assesses that way?

Commissioner NEWMAN. Triennially?

Senator GALLINGER. Yes.

Commissioner NEWMAN. No, sir.

Senator CURTIS. In our State they assess every two years.

Commissioner BROWNLOW. Yes; they have biennial assessments in a good many places. That is not as bad as it is in the District.

Commissioner NEWMAN. Of course, if we are required to assess annually, it is manifest we should have enough men to do it. I think our estimate carries sufficient force, and the statement made in the hearings before the House committee covers the situation pretty fully.

Commissioner BROWNLOW. It is a great injustice in some parts of the town, where property is going down, for the owners to have to continue to pay on the former value, and it is also unjust where property is appreciating in value that the owners should continue to pay on an assessment which is too low.

Senator CURTIS. It would be an additional expense of \$17,300.

Commissioner BROWNLOW. That would make a total of about \$67,000—less than \$70,000—which I think is a very reasonable charge on an assessment which produces about \$7,000,000 annually.

OFFICE OF CORPORATION COUNSEL.

Senator CURTIS. What is the meaning of that proviso contained in the slip pasted on page 6 of the bill:

Provided, That hereafter no attorney for the District of Columbia shall retain any attorney fee taxed as cost in any litigation to which the District of Columbia is a party.

Does that mean that under existing law if a fee is taxed and the costs paid the attorney gets that fee, and under this proviso he is kept from taking it?

Commissioner NEWMAN. That is intended to affect a situation which I think is relatively very unimportant. Mr. Johnson, the chairman of the House District Committee, wrote to me some time ago and said that he understood that in certain cases to which the District was a party, in the course of the litigation there were certain docket fees paid to the attorney, and asked me to give him the information as to the facts in the case. I wrote to the clerk of the court of appeals and to the clerk of the District supreme court and asked them if they would send me the records of any fees of this character paid to the corporation counsel or any of his assistants during the past three years. I got back from the clerk of the court of appeals a statement to the effect that there had been seven fees paid of \$5 each. The clerk of the District Supreme Court wrote to me that it was impossible to furnish me the information without going over every case, case by case, but told of one fee of \$50. He said that they had no record except on their docket.

I asked the corporation counsel and his assistant about this, and they said to me that there were a few cases in which a docket fee was given. Mr. Syme told me that his estimate was that those fees would amount to less—the total of the amounts received by him and his assistants in that way—would amount to less than \$100 a year.

Senator GALLINGER. The House has put in this proviso.

Commissioner NEWMAN. Yes; we have no objection whatever to that item, but the condition it apparently seeks to correct is a very little thing, that I had previously investigated and had not considered at all serious.

Senator GALLINGER. I see you recommend an additional assistant corporation counsel. There are now five.

Commissioner NEWMAN. Yes, sir. I will call attention to the statement made before the House committee by the corporation counsel. He very fully and very frankly covered the situation in his office. Briefly, it is simply this, that the office is swamped. They have not anything like the force necessary to do the work which devolves upon them. We are defendants in suits involving a total of hundreds of thousands of dollars a year—damage suits—and in many of those cases the corporation counsel and his assistants have to meet the very best attorneys of the bar, and all of them work very hard all the time, very long hours, and it is only by the most loyal effort on their part that they can get through the legal business.

Senator LEA. Are the corporation counsel permitted to engage in outside practice?

Commissioner NEWMAN. No, sir.

Senator SMITH of Maryland. There are five of them now, I believe.

Commissioner NEWMAN. Yes; that is another consideration. At the time I was appointed commissioner, or soon after I was appointed commissioner, I found that the corporation counsel and his assistants did considerable private practice. They, for instance, maintained their offices uptown in office buildings, and frequently we would have to go to their private offices to find them when we wanted them on official business, and we employed Mr. Syme with

the understanding that neither he nor any of his assistants should engage in private practice, except the few cases that a man might have hanging over at the time he was appointed, which we permitted them to finish up.

Senator SMITH of Maryland. They are not permitted to make any money in their practice in any other way than by their salaries which they get here. Is that it?

Commissioner NEWMAN. Yes; that is all. The reason for that, Senator, was that we found some cases in which it looked as if the opportunity for impropriety was present. For instance, in one case of the violation of an excise law the first assistant corporation counsel defended in the police court the violation of the excise law, and his subordinate in office, the second assistant corporation counsel, representing the District, conducted the prosecution. It seemed to us that things of that kind gave opportunity for impropriety.

Senator CURTIS. That would not be proper at all, it seems to me.

Senator GALLINGER. Do the commissioners appoint these assistant corporation counsel?

Commissioner NEWMAN. Yes, sir.

Senator GALLINGER. You must, then, of necessity, be compelled, in view of the small salaries they get, to appoint young and inexperienced men, are you not? For instance, four of the five assistant corporation counsel get only \$1,500 a year?

Commissioner NEWMAN. Yes, sir; we have to take young men recently out of law school, and they do it for experience and what publicity they will get out of it.

Senator GALLINGER. I notice that the first assistant gets \$2,500, the second assistant \$2,000, the third assistant \$1,800, and the fourth and fifth assistants \$1,500 each. You estimate for one assistant corporation counsel at \$2,500?

Commissioner NEWMAN. Yes; we want two assistants at \$2,500 each.

Senator GALLINGER. You want another man at the same salary that the first assistant now gets?

Commissioner NEWMAN. Yes.

Senator GALLINGER. So that you would say, "two first assistant corporation counsel at \$2,500 each?"

Commissioner NEWMAN. Yes.

Commissioner BROWNLOW. Two of those printed figures, that of the salary of the second assistant at \$2,000, and of the third assistant at \$1,800, are increases in the House bill.

Senator GALLINGER. Yes. The second assistant was increased by the House from \$1,800 to \$2,000, and the third assistant from \$1,500 to \$1,800.

Commissioner NEWMAN. Yes. Of course, that will somewhat meet the matter of justice to these men, but it will not help us any in the matter of lack of sufficient force.

Senator GALLINGER. These young men must be practically law clerks, and no more than that?

Commissioner NEWMAN. No, sir. You would be surprised at the cases we have to call on those men to handle.

Commissioner BROWNLOW. One of these men at \$1,500 handles all the cases in the police court. He handles on an average 15,000 cases a year.

Commissioner NEWMAN. One of these \$1,500 men, Senator, is in charge of the defense of damage cases in the courts. He has assistance from among the others from time to time, but he is the man who has charge of that part of the office, and, of course, it is a very important department.

NAME OF PRODUCE MARKET.

Senator SMITH of Maryland. I see you recommend a change, here, in the name of the produce market.

Senator CURTIS. That is on page 7.

Senator SMITH of Maryland. You would change it from "Farmers' Produce Market" to "Haskell Produce Market." "Farmers'" sounds better to me than "Haskell." What is the object of substituting "Haskell"?

Commissioner BROWNLOW. It was named the "Haskell Market" by the commissioners in honor of the man who was superintendent of markets here for many years, and who died. It had been carried in the appropriation bill as the "Farmers' Produce Market," but it was known under the commissioners' order as the "Haskell Produce Market." We thought that we would suggest that change to Congress, and if Congress did not agree to it we would then change the official designation to "Farmers' Produce Market." We are not insistent upon that at all, but we would like to have your views. We did ask for some additional market employees that we have recommended.

OFFICE OF SUPERINTENDENT OF WEIGHTS AND MEASURES.

On page 8 there are five new employees that we estimated for, four of which are omitted from the House bill, one chief inspector of weights and measures, one inspector of weights and measures, and three inspectors of weights and measures, all additional. We have not now a sufficient number of inspectors to go around and inspect the weights and measures as often as it ought to be done, and if we are to cover the entire field in the proper manner and expeditiously, and do full service to the community and not unnecessarily harass and annoy the dealers the force ought to be increased.

Senator GALLINGER. You have a superintendent and three assistants. Are they inspectors, those assistants, or do you want a different force called "inspectors?"

Senator CURTIS. It looks like they want a different force. They ask for a chief inspector of weights and measures, one inspector of weights and measures, and three inspectors of weights and measures. That looks like a separate force. Is that right?

Commissioner BROWNLOW. They would be under the superintendent of weights and measures, the present title of "assistant" being changed to "inspector."

Senator GALLINGER. Then, this is simply an addition to the force you now have?

Commissioner BROWNLOW. Yes, sir.

ENGINEER COMMISSIONER'S OFFICE.

Col. KUTZ. On page 8, under the heading "Engineer Commissioner's Office," we have asked for few increases of salaries of employees. These do not represent general increases, but merely increases to correct what we regard as inequalities. We feel that the salaries of these positions were doubtless proper when they were authorized, but the duties and responsibilities of the positions do change from time to time, some departments increase and some stand still.

Senator CURTIS. I want to ask you about the Public Utilities Commission, especially the inspectors of gas. Have you enough men to do that work properly?

Col. KUTZ. I think so, sir. That would come under the plumbing department, I think, rather than the Public Utilities Commission. I think what you have reference to is with regard to meter inspection and inspection to determine the quality of the gas.

In connection with the item of the Public Utilities Commission on page 10, we ask for an increase of practically \$8,000 in the appropriation. We are asking \$34,000 in place of \$29,479, which is the appropriation in the current bill.

Senator SMITH of Maryland. They gave you \$30,000 in the House?

EXECUTIVE OFFICER, PUBLIC UTILITIES COMMISSION.

Col. KUTZ. They gave us \$30,000. One of the items that go to make up that sum of \$8,000 was for the salary of an executive officer of the Public Utilities Commission. That position is now filled by one of the assistants to the engineer commissioner, an Engineer officer of the Army. His tenure of office is relatively of short duration, and when his time is up, as it will be in the case of the present incumbent, this year, we will have to replace him with another man, either his military successor or a civilian, as we prefer. If we get an Engineer officer, he will not have any special knowledge of public-utility matters and it will be some time before we can make him familiar with his new duties. We feel that that is a very important position and one that should be more or less permanently filled, just as are the heads of our other departments. The House, of course, gives us part of the increase, and we would be able with the House appropriation to go ahead and appoint the executive secretary, but we would not be able to make any other increase in the force.

The need for the increase in the force other than the executive secretary is due to the fact that our valuations are just about completed, and our valuation bureau will be disbanded within a month or two, so that all the work that is done in the future will have to be done by the regular organization. In addition to the work it is doing now, it will be part of the work of the regular bureau to keep alive the valuations that have been made at a cost of \$156,000, and we feel that it will be money wasted if these valuations are not kept alive.

Senator SMITH of Maryland. This \$40,000 which they have allowed you would not be enough?

Col. KUTZ. No; that would only be enough for the increase in the force or the executive officer. We feel that we would have to pay \$4,000 to get the right kind of a man for executive officer.

Senator GALLINGER. About the time that valuation ceases litigation will commence, will it not?

Col. KUTZ. Yes, sir.

Senator GALLINGER. I think so.

Col. KUTZ. But that will make it all the more necessary to keep up to date with the valuation.

Senator GALLINGER. Yes. I think you will need a good force to fight that battle.

Commissioner NEWMAN. We realize that; yes, sir. But it seems to us that, looking at the work of this commission for a long time in the future, we should not be dependent for our executive officer upon an Army officer who may be taken away at any moment, and who is sure to be taken away in four years. He could not possibly serve more than four years, and the exigencies of the Army service might very well call him away before that.

DUTIES OF MEMBERS OF PUBLIC UTILITIES COMMISSION.

Senator SMITH of Maryland. Pardon me for diverging somewhat. Mr. Newman, do you find that the commissioners have sufficient time as commissioners to devote to this Public Utilities Commission? Is it your impression that the Public Utilities Commission can be served by the commissioners and looked after? It seems to me there are so many duties, I do not see how you can get the time to give it sufficient attention. It has suggested itself to me that it was pretty hard for you to find time to look after this matter in connection with your other matters.

Commissioner NEWMAN. We do manage to find the time; and we think the advantage of having the work centralized—that is, the duties of the commissioners and the duties of the Public Utilities Commission centralized—in the same board outweighs any possible disadvantage of its being too much for one board to do. It is not too much. We can do it, even though it does require a great deal of time.

Senator SMITH of Maryland. In Baltimore city—of course it is larger than Washington—we have a commission which gives its entire time to the work of the utilities commission.

Commissioner NEWMAN. Of course you have a much bigger field there, and that is a State commission.

Senator SMITH of Maryland. Yes, it is a State commission; but the business is mostly in Baltimore.

Col. KUTZ. If we have a good working organization, I believe that the commissioners can do both; but if we are handicapped in our organization, we have to devote a lot of time to delving into details that otherwise would be thrown on subordinates.

Senator SMITH of Maryland. Your idea is that the information you have as District Commissioners is valuable to you as members of the Public Utilities Commission?

Col. KUTZ. Very; yes, sir.

Commissioner NEWMAN. Yes, sir; it is very valuable; and, vice versa, the information we have as Public Utilities Commissioners is valuable to us as Commissioners of the District.

Commissioner BROWNLOW. In many matters the two jurisdictions interlock.

Col. KUTZ. Especially in extension of service.

Commissioner NEWMAN. And in maintenance of track and way.

Senator GALLINGER. We should like your estimate on that item. You think you need it.

Commissioner NEWMAN. Yes; we need that very badly.

STREET-CLEANING DIVISION.

Col. KUTZ. There is one item, at the bottom of page 10, line 23, where there is a suggested increase in the salary of the superintendent of the street-cleaning division from \$2,500 to \$3,000. This is a position that has grown in importance, and we feel that the incumbent is underpaid. He is an engineer, and has built up a splendid organization. He has not only the street-cleaning work, but the collection of garbage and refuse and ashes under his supervision. He has about 500 employees and supervises the expenditure of about half a million dollars a year. He has something like 175 animals in his care, and two large stables, and we feel that those responsibilities merit an increased compensation. Nearly all the heads of departments get \$3,000 and more, except in the electrical department and in the street-cleaning department, where the salaries are \$2,500. I should like to have both of those positions increased to \$3,000, the minimum which is paid to other heads of departments. Some of them get \$3,000, some \$3,300, some \$3,500, and one gets \$3,600, and we would like to put this salary up to the minimum salary for that class of employees—heads of departments. I think the increase for the superintendent is the more important, and if both of the recommended increases are not granted, I hope whatever is granted will be granted to the head of the department rather than to his first assistant.

Senator SMITH of Maryland. We could not very well cut that down.

Commissioner NEWMAN. We do not advocate reducing.

Senator SMITH of Maryland. But you do advocate increasing the salary of the superintendent?

Col. KUTZ. Yes, very strongly.

Commissioner NEWMAN. Senator Gallinger. I assume you have the same experience I have, that you find people who come to the city to visit comment on its being a clean city.

Senator GALLINGER. Yes.

Commissioner NEWMAN. This is the man who does that job.

Senator SMITH of Maryland. He has about 500 employees; and how many animals?

Col. KUTZ. One hundred and seventy-five animals.

Senator SMITH of Maryland. Is he supposed to give these matters personal attention?

Col. KUTZ. He is on the job every day, and all day, and he works long hours, and he has built up a very efficient organization.

DEPARTMENT OF INSURANCE.

Senator SMITH of Maryland. On page 11 I see the amendment giving you a "deputy and examiner," in the department of insurance, went out on a point of order.

Commissioner NEWMAN. Yes, sir.

Senator SMITH of Maryland. Do you think that it is important to have a deputy, who may perform the duties of the superintendent?

Commissioner NEWMAN. Yes. This is in Commissioner Brownlow's department.

Commissioner BROWNLOW. There are two positions now in that department at \$1,700—the examiner and the statistician. The examiner's duties are very much more responsible. He has to be an expert accountant who can go into an insurance office and examine books and not only see what is on the surface, but interpret the underlying facts. We were very desirous that the word "deputy" should be added, so that if the superintendent of insurance is out of the city, there shall be somebody in that office who can act. Under the present law if the superintendent of insurance should be somewhere out of the city, either on his vacation or examining an out-of-town company—and he is absent from the city very frequently—and a case should come up where another examination ought to be ordered, this man, although he is an examiner, can not go out and examine that company until he can get the necessary papers ordering the examination to the superintendent to be signed. There ought to be somebody in the District of Columbia all the time who can act in that capacity.

Commissioner NEWMAN. Nobody else can issue a license.

Commissioner BROWNLOW. No. When the superintendent of insurance is out of the city we have no insurance department.

Senator SMITH of Maryland. Does the superintendent of insurance give his entire time to the duties of this office?

Commissioner NEWMAN. Yes, sir.

Senator GALLINGER. And he is a very efficient man, too.

Senator SMITH of Maryland. This went out on a point of order in the House?

Commissioner NEWMAN. The committee reported it; yes.

ENFORCEMENT OF CHILD-LABOR LAW.

Commissioner BROWNLOW. At the top of page 12 is an item that was omitted. There was a good deal of discussion about it on the floor of the House. That is one we would like to see in. It is an estimate for two inspectors, at \$1,200 each, to look after the enforcement of the child-labor law in the District of Columbia. When this law was first passed provision was made for two inspectors, at \$1,200 each. A few years later a law was passed directing that two privates of the Metropolitan police force be assigned to that duty. Since that time the Congress has passed a law making an eight-hour day for female labor, and three inspectors were appointed to perform that duty. We think that this law, which is of a similar character, should be put on the same basis, and these two policemen, who devote their entire time to this work should be restored to the service. The cost is just the same now, because these policemen who are doing this work get \$1,200 a year each.

Commissioner NEWMAN. The net result would be to give us two more policemen.

Commissioner BROWNLOW. To give us two more policemen that we need very badly.

Senator LEA. Then it would not be an increase at all?

Commissioner NEWMAN. Yes; but not an increase in the cost of performing that service.

Senator LEA. It would add to the appropriation?

Commissioner NEWMAN. Yes.

FREE PUBLIC LIBRARY.

Commissioner BROWNLOW. Mr. Bowerman telephoned to me a while ago and asked me to request the committee to pass over the item of the library until Mr. Noyes or some other member of the board of trustees, and the librarian, could be present.

Senator SMITH of Maryland. Then you have nothing to say on that now?

Commissioner BROWNLOW. Nothing to say on that now.

Commissioner NEWMAN. We included a legislative item in the library estimate that we were surprised to find caused considerable opposition. It was as follows:

Provided, That hereafter all appointments to and removals from annual and other positions authorized by law and appropriations for the Free Public Library shall be made by the Commissioners of the District of Columbia.

The commissioners appoint the trustees of the library at this time, and the trustees employ everybody who is in the library. Our reason for presenting it was really more academic than real, as we thought there was no particular reason why this District institution should be on any basis other than any other District institution. It is a purely municipal enterprise.

Senator SMITH of Maryland. As it is now, the employees are appointed by the chief?

Commissioner NEWMAN. No; the employees are appointed by the board of trustees.

Senator SMITH of Maryland. By the board of trustees?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. Your idea is that they should be appointed by the Commissioners of the District of Columbia?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. Was that objected to on the part of the House?

Commissioner NEWMAN. Apparently. There was not much discussion of it.

Senator LEA. The trustees objected?

Commissioner NEWMAN. The trustees objected and the House threw it out.

Senator DILLINGHAM. Do the trustees have salaries?

Commissioner NEWMAN. No, sir.

Senator DILLINGHAM. They serve without pay?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. Did you appear before the House committee in regard to that?

Commissioner NEWMAN. Yes, sir.

Senator SMITH of Maryland. The proposition was before the House committee also?

Commissioner NEWMAN. Yes; and we also appeared before the legislative committee. The legislative committee tabled the bill making this same provision.

Senator SMITH of Maryland. I see, on page 13, there is an item providing for the "traveling expenses of the librarian incidental to the acquisition of books by purchase, gift, or exchange, in studying other library systems, and in attending library association meetings, at the discretion of the board of library trustees."

Commissioner NEWMAN. Yes, sir.

Commissioner BROWNLOW. That is very desirable. We think that the librarian should attend the annual meetings of the library association, but I am sure that Mr. Noyes and Mr. Bowerman will cover that.

Senator SMITH of Maryland. All right.

CONTINGENT AND MISCELLANEOUS EXPENSES.

Commissioner BROWNLOW. We wanted to say something just before that, about the automobiles.

Senator CURTIS. That is on page 14?

Commissioner BROWNLOW. On page 14.

MAINTENANCE OF VEHICLES FOR EMPLOYEES.

Commissioner NEWMAN. On page 14 occurs another one of those items in which we tried to standardize and harmonize the allowances for vehicles. There is an increase from \$300 to \$360 per annum each for maintenance of vehicles. You will find all through the bill we have asked \$25 a month for motor vehicles, for maintenance, \$20 a month for horse-drawn vehicles, and \$12 for motorcycles. Those are cases in which an allowance is made to a man who uses his own vehicle.

Senator SMITH of Maryland. Does the motorcycle man furnish his own vehicle?

Commissioner NEWMAN. We have quite a number of cases of that kind.

Senator SMITH of Maryland. Quite a number of cases. When he does not furnish his own vehicle you do not allow him the same, do you?

Commissioner NEWMAN. No; if the District furnishes the motorcycle, he gets no allowance at all. That is maintained by the District.

Senator SMITH of Maryland. This allowance is to those who do furnish their own motorcycles?

Commissioner NEWMAN. Yes; or a horse and buggy or an automobile. We found there were different amounts allowed to different people, and we thought we would standardize it and make them all the same, and it resulted in some cases in increases and in some cases in decreases.

Commissioner BROWNLOW. I wanted to call attention to something on page 16, beginning at line 18:

That no automobile shall be acquired hereunder, by purchase or exchange, at a cost, including the value of a vehicle exchanged, exceeding \$700 for one seating more than two persons, \$500 for one seating not more than two persons, or \$1,000 for a motor truck.

The present appropriation is limited to \$2,000 for cars seating more than two persons. We estimated that \$1,600 was enough for a car seating more than two persons, and that \$600 was enough for one seating not more than two persons. The House has put a limit of \$700 on a car seating more than two persons. We think that is too low to get the proper kind of a car, and there is one particular car which is provided for in the House bill for the assessor's office, where, if this appropriation went through, we could not buy a suitable car. We want this car to take the place of a horse-drawn van, which now carries the three assistant assessors, and their field books, which weigh three or four hundred pounds, and take up a considerable amount of room. To get an automobile to do that would be very advantageous, because they could get over the territory very much more rapidly, but it would have to be a large car, a seven-passenger car, and some room would have to be provided for those books as well as for the three assessors.

Commissioner NEWMAN. Usually four.

Commissioner BROWNLOW. We would have to have a special body made, and with the \$700 limit we could not buy that car at all, because we could not get anything for that price that would serve the purpose. As for the others, we think that the limitation is a little too low.

Col. KUTZ. We would also like to call attention to the amount appropriated for motor vehicles, \$13,000, the estimate being \$23,000.

The CHAIRMAN. What page?

Col. KUTZ. Page 16, line 9. We made up that estimate very carefully, considering not only the maintenance, but the cost of exchanging the various vehicles that are authorized to be exchanged, and for the purchase of three new ones; and with the increased price for gasoline we do not believe that the amount is any too large.

Commissioner NEWMAN. We have been getting gas for 10½ cents.

Senator SMITH. You have been getting \$15,284, have been reduced to \$13,696, and you ask for \$23,860.

Commissioner NEWMAN. Yes, sir.

Commissioner BROWNLOW. We get gasoline now for 10½ cents, and will until the 1st of July, under a contract for the fiscal year. The lowest bid price for the fiscal year beginning the 1st of next July is 31 cents a gallon, so the gasoline cost will be multiplied by three.

Senator SMITH. Gasoline is not 31 cents now?

Commissioner NEWMAN. I think that is the lowest bid we have, submitted just the other day, for an annual contract.

Senator SMITH. That is for the entire year?

Commissioner NEWMAN. Yes.

Senator SMITH. But you can buy it now for about 24 cents, can you not?

Commissioner BROWNLOW. Twenty-four or twenty-five; but the bidders were contemplating a contract for the entire year.

Senator CURTIS. Could you get along with \$20,000 there?

Commissioner NEWMAN. I can look that up very easily.

Senator CURTIS. I do not see how they could reduce it.

Senator SMITH. I must confess I do not see how you could do it for lower than you have been doing it. The estimate here is lower

than you have been getting, and that is based upon the fact that you have been getting gasoline at 10 cents a gallon.

Commissioner BROWNLOW. Yes, sir. That estimate was made last October, on a 10-cents-a-gallon basis.

Senator SMITH. Could you tell me what proportion of your expense is for gasoline?

Commissioner NEWMAN. We can insert that very easily, Senator.

Col. KUTZ. We will insert the amount in the record. It follows:

Memoranda concerning the estimates for the purchase and maintenance of motor vehicles for the fiscal year 1917.

| | |
|---|--------------|
| Estimated total for the purchase and exchange of motor vehicles..... | \$8,300 |
| Estimated cost of maintenance, care, etc., of vehicles now owned,
including maintenance of new vehicles: | |
| Gasoline..... | \$3,205 |
| Lubricating oil..... | 340 |
| Tires..... | 3,650 |
| Repairs and supplies..... | 7,285 |
| Chauffeur for commissioners' car..... | 1,080 |
| | <hr/> 15,560 |
| | 23,860 |

Senator GALLINGER. Are the motor vehicles allowed in this bill the same in number as under the bill of last year?

Col. KUTZ. There are three new ones to be purchased.

Commissioner NEWMAN. Two additional vehicles.

Col. KUTZ. One additional passenger vehicle to be maintained.

Commissioner NEWMAN. No; two, one in the assessor's office and one in the Board of Children's Guardians.

Senator SMITH. If I understood Commissioner Brownlow, according to the price you have now, if you contracted for it, it would cost you three times as much as you are now paying?

Commissioner BROWNLOW. Yes.

Senator SMITH. If you were to contract for it?

Commissioner BROWNLOW. Yes.

Col. KUTZ. On page 16, line 21, the House has placed a limit of a thousand dollars for a motor truck. I think that is an unwise limitation. Some light trucks can be purchased for a thousand dollars, but we also have to have some heavy trucks, some trucks that will cost as much as \$2,000, and it would be false economy to buy a light truck if you have heavy work to do. We have a great variety of work, some involving very heavy hauling.

Senator SMITH. What kind of a truck did you want to buy now, a heavy one or a light one?

Col. KUTZ. I did not refer to any particular truck, but this is a limitation on all trucks that are purchased by the District. No matter what the purpose of the truck is, we can not expend more than \$1,000 for it. We wanted a truck, for instance, this year for the street-cleaning department, to go around and collect the bags full of street sweepings. We can not buy a truck for \$1,000; that is, an automobile truck suitable for that work; it will not be heavy enough. We ought to have a truck costing nearer \$2,000 for that work, in order to get sufficient capacity and weight. This truck is carried in another item, but this limitation applies to every truck that is purchased under the bill.

Senator GALLINGER. This limitation of \$700, on line 20, page 16, you think is too low. What would your suggestion be concerning that?

Commissioner NEWMAN. We estimated \$1,600. We may have had it a little high. Sixteen hundred I do not think is too high for this car that we want for the assessor's office.

Commissioner BROWNLOW. The limit in existing law is \$2,000. We cut it down to \$1,600 in our estimates, and the House cut it down to \$700.

Senator CURTIS. You ought to be enabled to get a good car, and they ought to put a provision there allowing you to buy the kind of a car you want, instead of limiting you to \$700, it seems to me.

Senator LEA. Would \$1,000 be satisfactory as a limit for every-thing except your assessor's car?

Col. KUTZ. Except for that one car, I think it would.

Commissioner BROWNLOW. I think \$1,000 would be sufficient, except for that one car. That car ought to be at least \$1,600.

Col. KUTZ. We have some trucks in the water department that have cost over \$2,000, and I think they represent a good investment, because we have heavy pipe and heavy castings to haul that could not be economically hauled on a \$1,000 truck. We would simply have to hire the transportation of that kind of material if we were limited in the purchase of trucks to the expenditure of \$1,000 for a truck.

Commissioner BROWNLOW. On page 17 there is an item for a central garage.

Senator LEA. Have you a contract now for taking care of automobiles for the District?

Col. KUTZ. No, sir. They are scattered around in half a dozen different places, passenger-carrying automobiles.

Senator LEA. What is the average cost per month?

Col. KUTZ. Of maintaining them?

Senator LEA. Yes.

Col. KUTZ. We have inserted in the estimates a table, on page 47, which gives the cost for the various cars, and the estimate is divided up into repairs, tires, oil, etc., and the totals inserted.

Senator CURTIS. You haven't that just on the storage?

Commissioner NEWMAN. There are no storage charges. All the cars are kept in District property, police stations, or stables, or fire stations; wherever there is a convenient location for the people who are going to use that vehicle—it is kept there.

Col. KUTZ. We would like very much to concentrate the passenger-carrying vehicles. We inserted in the estimates an item for a central garage in the rear of the District Building, where we could house all the passenger-carrying vehicles operated by the District government. Now they are scattered, and we can not regulate their use properly as between the different departments. They are now assigned to the different departments, and we want to concentrate them in a single garage and put them under the control of a single man, so that anybody who wants passenger transportation for official purposes can go to the garage.

Senator SMITH. Would it be inconvenient—there are so many different locations of these people who use them—if you should centralize them in a central location?

Col. KUTZ. I do not think it would for the passenger-carrying vehicles. I think the ideal condition would be for every man to report to the District Building and to start from there, and when he gets through to return the machine to the District Building and go from there to his home.

Senator LEA. What is your estimate of the cost of maintaining and operating this central garage after it is built?

Col. KUTZ. We have not submitted any special item of cost, because we are going to care for the machines just as we are doing now. But instead of having half a dozen different places, we would concentrate in one.

Senator LEA. Have you any figures as to what this garage would cost you to operate after its construction? I understand you do not want any appropriation for that now.

Commissioner BROWNLOW. We believe the appropriation for the vehicles at the various places could be lessened.

Senator LEA. Have you any figures to show that?

Col. KUTZ. No; I have not, because these machines are cared for at different places, largely at stables where there are horse-drawn vehicles, and we expect to reduce the force at these places and move it down to the central garage. We feel that the economy is not economy in the operation so much as economy in the number of machines that would be required to do a given amount of work. In other words, instead of the cars being assigned to the building inspector, the water department, the surveyor, and the various other departments, they would all be there under one management, and they would be taken out as they were required and then returned to the garage.

Senator DILLINGHAM. In other words, you mean they would not be used so much for private purposes?

Col. KUTZ. Yes. And another reason is that the cars are now idle a part of the time. Department heads do not use the cars all of the time, but they hold them for possible use instead of turning them in to some central garage where they would be available for the next man.

Senator SMITH. How many machines would you want this garage to be capable of accommodating?

Col. KUTZ. We have now, I think, about 17 passenger-carrying vehicles, and we aim to make this large enough to accommodate 25, providing for a slight increase that will take place in the future, according to our expectations.

Senator SMITH. What does it cost now to take care of those under the present management?

Commissioner NEWMAN. The storage does not cost anything.

Senator SMITH. It does not cost anything?

Commissioner NEWMAN. The storage does not, because we keep them in District property—fire stations, police stations, etc.

Senator SMITH. This would add considerable expense, would it not?

Commissioner NEWMAN. That would be the interest on the investment, of course, in the site, so far as storage is concerned. It would not add anything to the cost of maintenance.

Senator LEA. You would have to have several operators to run his, a superintendent of garage and his assistants.

Col. KUTZ. Yes; but we think the reduction of force in the places where they are now kept would be sufficient to man the garage, and we would take one man from this stable and another one from that.

Senator GALLINGER. Are these cars operated by the officials, or does each official have a chauffeur?

Col. KUTZ. Most of them are operated by the officials, and that is a practice which we want to encourage, too.

Commissioner NEWMAN. An official to whom a car has been assigned by the process of an appropriation. Say this assessor's car was provided, that would be known as the assessor's car. It would be under his control. The car would be sitting outside of the building, say, at 9 o'clock in the morning waiting for him to use it. It might be that that day the assessors were not going out and he would send out word "Go on to wherever you are staying, at the stable or wherever it is. We will not need you to-day." The use of that car is lost for that time. If we had this central garage, the assessor would not have a car waiting for him.

Senator SMITH. You would use the assessor's car for some other purpose?

Commissioner NEWMAN. Somebody else would use that car that day; and by having one man at the garage responsible for all of them he would soon learn the actual needs of the various departments and would apportion these cars out and keep all of them busy and get the maximum use out of all of them.

Senator SMITH. Under that arrangement, Mr. Newman, could you not do with less cars?

Col. KUTZ. Senator, when the commissioners were making up their estimates they received tentative estimates from the heads of departments, and every department asked for increased passenger-carrying transportation. The commissioners considered this matter very carefully and decided that, instead of asking for the additional transportation, we would ask for a central garage, and thereby make the transportation that we now have cover the increased need.

Senator SMITH. Then your judgment is, if you do not get a garage, you would have to have more cars?

Col. KUTZ. I think so. I think we ought to.

Senator SMITH. But you do maintain that with a garage you can do with less cars?

Col. KUTZ. Yes, sir.

Senator LEA. With the same number they have now.

Col. KUTZ. With the same number we have now.

Senator SMITH. Do with less than they would have to have without a garage.

Senator GALLINGER. Is the land adjoining the District Building and in the rear of it owned by the Government?

Commissioner NEWMAN. No. We would have to buy the site.

Senator GALLINGER. The \$35,000 is intended to cover the land and the building?

Col. KUTZ. Yes, sir.

Senator LEA. Do you think you could do it at that price?

Commissioner NEWMAN. We have estimated that pretty carefully.

Col. KUTZ. We have looked at several sites in rear of the building, and we have taken a value based on the value shown by the assessor's

books, and had a rough estimate prepared of the cost of the building. I believe it will be a very good investment, an investment tending toward economy.

Commissioner BROWNLOW. At the top of page 18, line 3, we ask for \$500 additional for postage for official mail matter. It was not allowed by the House. The postage appropriation is in very bad condition for this year. We shall have to ask for a deficiency appropriation, due to the fact of the increase of the business of the government.

Senator SMITH. In other words, if you do not get a yearly you will have to have a special appropriation?

Commissioner BROWNLOW. Yes.

Commissioner NEWMAN. It will have to be paid somewhere.

Senator SMITH. There is a deficiency which has to be made good for how much?

Commissioner BROWNLOW. We have not figured it out. This is the last month of the fiscal year. But we can not go through the month.

Senator SMITH. If you get this \$11,500, would you have to have a special?

Commissioner NEWMAN. We will have a deficiency this year, anyway.

Commissioner BROWNLOW. I really believe, although we estimate for \$11,500, that \$12,000 will be needed.

Col. KUTZ. I would like to call attention to the bottom of page 17. There is existing authority for certain telephones connected with the system of the Chesapeake & Potomac Telephone Co. We would like to change the phraseology of that paragraph in two ways. One is to add three employees to the number authorized to have telephones, and then also authorize these telephones to be connected with the C. & P. Telephone Co., or with the District of Columbia telephone switchboard. We can effect an economy if the language of the authorization is changed. Telephones connected with the C. & P. Telephone Co. are charged at the regular rates, \$4 a month. If we can connect with the District of Columbia telephone switchboard, it will cost us only 50 cents a year in addition to trunk-line charge. We have prepared some new language to take the place of the last five lines on page 17. I will say that this revised language was not submitted with the estimate, because the investigation that led to this conclusion was not made until after the estimates were prepared.

Senator SMITH. This does not involve any increased amount of money?

Col. KUTZ. No, sir. It is going to involve a reduction.

Senator SMITH. A decrease?

Col. KUTZ. A decrease.

Senator GALLINGER. In what way are you prevented from connecting with the District of Columbia switchboard now?

Col. KUTZ. By this language.

Senator GALLINGER. Have you been inhibited by the language in former bills?

Col. KUTZ. There was a general law that prohibited the maintenance of telephones in private residences.

Senator GALLINGER. I know that.

Col. KUTZ. Then this language was inserted to make certain exceptions. The exceptions are only authorized for connection with the

C. & P. Telephone Co. We can connect certain of these employees' residences with our own system and save over \$40 a year on each connection.

Senator GALLINGER. You have not a telephone company, have you, in the District of Columbia, a separate organization?

Col. KUTZ. No. But the connection will be made through the District of Columbia switchboard.

Senator GALLINGER. Can you do that under your existing contract with the C. & P. Telephone Co.?

Col. KUTZ. Yes, sir.

Commissioner NEWMAN. That would apply to only these people mentioned in this paragraph.

Col. KUTZ. We add the electrical inspector in charge of the fire-alarm system, one fire-alarm operator, and one fire-alarm repair man, whom we feel ought to be connected by telephone so that we can get them at night in case there is any damage to the fire-alarm system. But that will involve only 50 cents a year for each one plus a small trunk-line charge.

Senator GALLINGER. You will have a substitute for this paragraph, as I understand it?

Col. KUTZ. Yes, sir. I have submitted it.

Senator LEA. Your change on page 18 is the insertion of the word "hereafter," which was made by the House?

Col. KUTZ. Yes, Senator.

REPAIR OF MORGUE BUILDING.

Commissioner BROWNLOW. There is \$3,500 in the current law which was not expended at the time the estimate was prepared. That was for special repairs, and \$500 is to take care of the current annual repairs, not a duplication of permanent repairs.

Senator GALLINGER. In what condition is the morgue building now?

Commissioner BROWNLOW. It was in very bad condition.

Senator SMITH. We made an appropriation to put it in repair, did we not?

Commissioner BROWNLOW. Yes.

Senator SMITH. And that has been done?

Commissioner BROWNLOW. That has been done. That will effect the necessary permanent repairs, but it is necessary, to keep the building going, to have some repairs annually.

Senator SMITH. Did we make no appropriation to keep the building up?

Commissioner BROWNLOW. Oh, yes.

Senator SMITH. We made an appropriation, I understand, to repair it and put it in order.

Commissioner BROWNLOW. Yes.

Senator SMITH. That has been done?

Commissioner BROWNLOW. Yes, sir.

Senator SMITH. But there is no continuing appropriation?

Commissioner BROWNLOW. No continuing appropriation, unless this item should be agreed to.

Senator GALLINGER. They do not have any continuing appropriation for any building in the District of Columbia?

Commissioner BROWNLOW. No, sir. I mean, there is no other fund we could use for this.

Commissioner NEWMAN. We do for school buildings, of course.

Senator GALLINGER. Lump-sum appropriations.

Commissioner NEWMAN. In all other buildings except those there is authorization to make minor repairs from maintenance appropriations.

Senator GALLINGER. Yes; undoubtedly.

Commissioner BROWNLOW. Col. Kutz suggests that there should be an item for the repair of the morgue building, even if it is only \$100. Probably \$500 would be in excess of the actual requirements, but there ought to be some fund for the regular annual repairs of the morgue.

Senator SMITH. Do you think that would be better than to make the appropriation when the necessities of the case demanded it?

Commissioner BROWNLOW. Sir?

Senator SMITH. It might not need any repairs at all.

Commissioner BROWNLOW. Every building needs some minor repairs during the year. It might be possible to care for this by adding the words "and repairs" in the item for the morgue.

Senator GALLINGER. I should think that would be the better way.

Commissioner BROWNLOW. In this item on page 19, beginning with line 3:

For purchase and maintenance, hire or livery, of means of transportation for the coroner's office and the morgue, jurors' fees, witness fees, removal of deceased persons, making autopsies, ice, disinfectants, telephone service, and other necessary supplies for the morgue, and the necessary expenses of holding inquests, including stenographic services in taking testimony, and photographing unidentified bodies.

You could add to that "and repairs."

Senator SMITH. I notice they have given you an increase of \$400 over what you asked.

Commissioner BROWNLOW. Yes.

Senator SMITH. They may have put that in.

Senator GALLINGER. Over what it was last year, \$400 less than the estimate.

Commissioner BROWNLOW. Four hundred more than we had last year. So that by changing the language so that part of that money could be used for making the current repairs would meet the necessity.

Senator GALLINGER. What would you suggest?

Commissioner BROWNLOW. That the language include "repairs to morgue."

Senator GALLINGER. You might have it in line 7, "And other necessary supplies and repairs for the morgue."

Commissioner BROWNLOW. Add the words "and repairs" in line 7.

Commissioner NEWMAN. Just before you leave that paragraph; you called attention to the fact that the House committee gave \$400 more than the appropriation. We asked for \$4,800, and I find from a reference to the hearings here that there was a deficiency last year, under the \$4,000 appropriation, of \$827.

Senator SMITH. There was a deficiency?

Commissioner NEWMAN. Yes, sir.

Senator SMITH. Is that deficiency likely to occur this year?

Commissioner NEWMAN. Yes, sir.

Commissioner BROWNLOW. It is beyond our control, the matter of expense of holding inquests, jurors' fees, and matters of that kind. They are beyond the control of the commissioners.

Commissioner NEWMAN. There has been a deficiency gradually growing almost every year for several years.

Senator SMITH. There was a deficiency this year?

Commissioner NEWMAN. There was, for 1915, and I am quite sure there will be one for 1916 also.

Commissioner BROWNLOW. Fortunately we have not killed as many people with automobiles as we did last year.

Commissioner NEWMAN. Those are services that have to be rendered.

Senator SMITH. I think we had probably better put it at \$4,800, and leave out this \$500.

Commissioner BROWNLOW. And put in those words "and repairs."

Senator SMITH. Yes.

OFFICE OF THE REGISTER OF WILLS.

Senator CURTIS. You do not want those new items on page 20, do you?

Commissioner BROWNLOW. Yes; we want them.

Senator GALLINGER. Are they in the habit, in the District of Columbia to any extent, of padding deeds of trust and making it appear that a larger amount is loaned on a piece of property than is actually the fact?

Commissioner BROWNLOW. It is a very frequent occurrence, and of course, the majority of deeds show merely a nominal consideration.

Senator CURTIS. This only applies to deeds of trust, does it not?

Commissioner NEWMAN. No; deeds and deeds of trust.

Senator CURTIS. Why would you want that?

Commissioner BROWNLOW. Want the true consideration?

Senator CURTIS. Yes.

Commissioner BROWNLOW. There are two reasons. One is that the assessor's office shall have that information in reaching the true value, and the other is to correct a practice that has grown up to some extent in the District of Columbia of the use of a third person in a transaction involving the sale of real estate, so that the owner of the real estate deeds it to one man for a certain nominal consideration and does not get the full consideration that actually passes from the bona fide purchaser.

Senator CURTIS. The go-between gets it?

Commissioner BROWNLOW. The go-between gets the rake-off.

Senator CURTIS. The go-between gets a larger price than the man who sells?

Commissioner BROWNLOW. Yes, sir.

Commissioner NEWMAN. It is not an exceptional thing at all, but it is a thing that has happened very frequently in Washington, that a seller has received his money from a go-between, and the buyer has paid the money to a go-between, and the buyer does not know how much the seller receives, and the seller does not know how much the buyer gives. There have been two or three cases in which suits have been brought, cases where accidentally the buyer and the seller got together afterwards and found there had been a very large sum

of money split up between the two agents, one representing the buyer and one representing the seller, but not the go-between, because the go-between is usually a clerk in one of the agent's offices; and one case which was a very bad case went to court and the agents were required to make a restoration of a large sum of money—I do not recall to which party, but to one or the other. It is not an infrequent thing, and it is not a rare thing. It happens very frequently. I know of a number of lawyers who have told me of cases that they have brought to correct conditions of that kind. We feel as if this would prevent it absolutely.

Commissioner BROWNLOW. And then, as far as deeds of trust are concerned, a deed of trust may be recorded showing a loan of \$20,000 on a piece of real estate, when perhaps the loan was only \$13,000. Then the man goes out to sell this property and says, "That is a fine piece of property. You can see that we borrowed \$20,000 on it."

Senator GALLINGER. That is an abuse.

Commissioner BROWNLOW. We feel this legislation would correct those two evils. Then, it would greatly assist the assessor.

Senator GALLINGER. Is there ever a transfer of a piece of property in the District of Columbia without there being a go-between?

Commissioner NEWMAN. Almost never.

Senator GALLINGER. You can not go and buy a piece of property here without paying a commission. You can not buy it from the owner by any possibility. At least, I have investigated it enough to think that is the almost universal practice.

Commissioner NEWMAN. As I say, it is not imaginary or an anticipated affair. It is a thing that has happened a great many times.

Senator LEA. There is also a change in the method of appointment.

Commissioner BROWNLOW. Yes. The register of wills is now appointed by the President, and this provides that he shall be appointed by the court.

Senator LEA. And the recorder of deeds—

Commissioner BROWNLOW. Yes; he is to be appointed by the commissioners. The register of wills in this jurisdiction is practically the clerk of the probate court, and the Supreme Court of the District of Columbia is the probate court here. The register of wills prepares probate cases, and that officer ought to be appointed by the supreme court, just as the other clerks of the courts are appointed. In the case of the recorder of deeds, he is appointed by the President. We think that he is a local officer, and ought to be appointed by the commissioners, and that the President ought not to be charged with that.

Commissioner NEWMAN. The recorder of deeds has no duties of a judicial character whatever. He is not in any sense a court officer. He is an officer of the civil government, actually, so far as the work he does is concerned.

Senator GALLINGER. The House did not take kindly to that, did they?

Commissioner BROWNLOW. The House passed those as separate legislative provisions.

Commissioner NEWMAN. They were passed before this bill was reported, Senator.

MOTOR VEHICLE TAGS.

Commissioner BROWNLOW. At the bottom of page 20 is an item to be inserted providing for annual identification tags and registration of motor vehicles. Practically every jurisdiction in the United States, so far as I know, except the District of Columbia, requires an annual license tag and identification tag for automobiles. In the District of Columbia you pay \$2 for a tag, and it is good as long as you have a car. That means that our numbers have gone up now into the forty thousands. A great many of the outstanding numbers have been lost, or are dead numbers, the car has been sold, or scrapped and gone, and it is almost impossible properly to identify the cars.

Senator DILLINGHAM. Do they pay an annual tax?

Commissioner BROWNLOW. No, sir; not except a personal tax.

Senator SMITH. Then you would have to change your regulation in regard to that, because they get a license now which holds good forever?

Commissioner BROWNLOW. Yes; one that holds good forever.

Senator SMITH. Under this arrangement they would have to get an annual tag and pay the \$2 every year?

Commissioner BROWNLOW. Every year. It would greatly facilitate the work of the police department.

Senator GALLINGER. And greatly increase the revenues of the District?

Commissioner BROWNLOW. Yes.

Senator GALLINGER. At the expense of citizens?

Commissioner BROWNLOW. Even if it were but nominal. It costs us between \$15 and \$20 to recover a stolen automobile. A great many of them are stolen. We think the police department here has an excellent record. Of all the automobiles that have been stolen since we have had them in the District of Columbia all have been recovered except four, unless there have been some in the last week or 10 days, and down to the 1st of last July all had been recovered but one.

Commissioner NEWMAN. You are making a good argument against this law.

Commissioner BROWNLOW. No. Some of these dead numbers are used by automobiles that are used for criminal purposes. We found an automobile that was being used by a burglar going from place to place, and the number of the car was finally gotten so that the man could be looked up; and we looked it up, and he was one of the most respectable citizens of the District, a lawyer of standing, who had sold his car and sold the number on it. We are continually finding men who sold cars with the numbers. In this case the identification tag was four or five years old.

Senator LEA. This amendment leaves the commissioners the right to fix the fee.

Senator DILLINGHAM. I see that Mr. Page in the hearing says he has a bill infinitely better than yours.

Col. KUTZ. The commissioners reported on Mr. Page's bill, and on the item of increased taxation the commissioners took this ground, that if an annual license tax were charged, owners should not also pay a tax on the automobile as personal property, as they do now.

Senator GALLINGER. That would be an offset.

Col. KUTZ. It is not desired to increase the revenues, but the annual renewal is a very desirable thing.

Senator SMITH. How many have you in the District of Columbia?

Commissioner NEWMAN. We do not know. There have been over 30,000 numbers issued.

Senator SMITH. That includes all that are used in the District?

Commissioner NEWMAN. All that have ever been issued.

Senator SMITH. From other States they have to get a license from you, and of course that would increase it?

Commissioner BROWNLOW. That would include that.

Senator GALLINGER. Let me ask you about the automobile tax. It has been suggested to me that when a man who changes his automobile on which he has paid a license tax he has to get another license. How is that?

Commissioner NEWMAN. \$2.

Senator GALLINGER. His old automobile goes out of existence, so far as he is concerned, and he gets a new one, and he can not put his tag on that to use on the new automobile for the remainder of the year. Is that true?

Commissioner BROWNLOW. They are not supposed to transfer an old tag from an old car to a new car.

Senator GALLINGER. Why not?

Commissioner BROWNLOW. That would leave one car without a tag, for one thing.

Senator CURTIS. How is that? Nobody could use that car without a tag.

Commissioner BROWNLOW. But the identification number is tag No. 32400, we will say, for a Ford automobile, a certain engine number, a certain car number, to a certain person who owns it. It is desirable to keep that identification. When he changes it from a Ford car to a Packard, with a different engine number, a different car number, the identification system is interrupted.

Another reason why I think it would be an excellent idea to abolish the personal tax on the automobile and substitute the annual license tax is that the time of the board of assessors on appeals is taken up months in the year sitting around the table and considering the case, say, of a man whose Ford has been taxed \$500, and who thinks it is only worth \$300 this year because it is 2 years old. It takes up an enormous amount of time over very small cases and greatly clogs the work of the assessor's office. We think the tax matter, the identification matter, and the license matter would be better taken care of if we had an annual license fee and abolished the personal tax.

Senator SMITH. What would you propose to do with this tax of \$2 a year? What fund would that go into?

Commissioner BROWNLOW. It goes into the general revenues of the District.

Commissioner NEWMAN. It has to go into the revenues, half the District and half the United States, under the half-and-half arrangement, like all other fees collected.

Senator SMITH. It does not go into any fund to keep up the roads?

Commissioner NEWMAN. No, sir.

SURVEYS OF OLD SUBDIVISIONS.

Col. KUTZ. This was an item that was inserted a number of years ago, and we have not entirely completed the work, though it is nearing completion. We would like very much to have the item continued at least this year, and possibly will ask for it again next year. I think it is very important work—work that we take up from time to time in connection with our regular work.

Senator GALLINGER. What do you mean by "old subdivisions" in the District of Columbia?

Col. KUTZ. Subdivisions that were created before the present highway plan was established, early in the nineties.

Senator GALLINGER. And they conflict with the highway plan. Is that the idea?

Col. KUTZ. Yes; in many cases they do, and we have no accurate records of those subdivisions. They were made by private surveyors before there was a District surveyor.

FISH WHARF AND MARKET.

Commissioner BROWNLOW. On page 21, beginning with line 7, there is an item for completing the construction of market buildings on the site of the present municipal fish wharf and market. That we would like passed over for the present. We are making an investigation that may require a suggestion of an important change in that, but we have not quite finished it, and in a day or two will be able to report on that.

REPAIRS TO MARKETS.

Commissioner BROWNLOW. There are several items submitted in connection with the markets, the first one for the maintenance of the refrigerating plant. I will take them up and go over these in connection with the items I have just spoken of.

Senator GALLINGER. Let me ask about market buildings. We made an appropriation for the rebuilding of the fish wharf. Has that been done?

Commissioner BROWNLOW. Yes, sir. The wharves have been rebuilt. In the matter of repairs to markets and various other things that were omitted, they are extensively discussed in the House hearings. There is the matter of repainting the interior of the Western Market, a new public toilet in the Eastern Market, and repairs to retaining walls and copings and courtyard pavement of the Western Market. We ask for \$8,000. The House increased the appropriation for maintenance \$500. Those markets are in very bad condition, especially the Western Market. This estimate was made by the municipal architect. The walls of the Western Market and the copings on K Street and the courtyard entrance are in very bad condition. The interior of the market is in great need of painting. It has a very high ceiling and would be an expensive job to paint on account of the scaffolding that would be necessary. Then we ask for the erection of an additional steel shelter that would cost \$15,000. That is at the farmers' produce market near the National Museum. Those shelters have been put up in such a way as to be portable. If

you go down there in the daytime, apparently there is more shed room than is needed. But if you go down at 4 o'clock in the morning, as I have done on several occasions, you will find there is not enough shelter.

Senator SMITH. Are these shelters put there for parties coming into the city with their wagons?

Commissioner BROWNLOW. The farmers who come in with their wagons can back up to that shelter.

Senator GALLINGER. There are two now?

Commissioner BROWNLOW. There are two now. This is to put an additional one.

Senator SMITH. And you say there is not a sufficient number now?

Commissioner BROWNLOW. Not sufficient to take care of the wagons. Objection was made on the House side to placing another one there because of the proximity of the National Museum.

Senator SMITH. As I understand it, these can be removed whenever the occasion requires that place to be used for other purposes?

Commissioner BROWNLOW. Yes.

Senator SMITH. That argument was made at the time they were put there, and they were put there so that they could be removed in case this property was available for some other purposes, and they wanted to use it for some other purposes.

Commissioner BROWNLOW. Yes, sir. Now, we ask for additional equipment in the matter of trucks for the market department. That is very fully covered in the House hearings. We also ask for an allowance of \$25 a month to the superintendent of weights, measures, and markets for the maintenance of an automobile, so that he can get about to the various markets. One of those truck items, we think, is very much needed, and that is in connection with the additional force of inspectors asked for. That is for the three small auto trucks equipped with test weights and balances for testing scales, the cost of each not to exceed \$600.

Senator LEA. Would it be better to have all of these automobile trucks provided for under the appropriation for automobile trucks?

Commissioner NEWMAN. We group all of the passenger vehicles together.

Senator LEA. Have you not some trucks under these other appropriations?

Commissioner BROWNLOW. Some under the engineer department. But these are to be specially equipped. It has been the practice in the case of patrol wagons and other cars that would be especially equipped not to carry them under the contingent expense item, but to carry them in their proper places in the bill. I mean in connection with the department that was to use them.

Senator GALLINGER. What about the 25-ton railroad scale that you ask for? Is that a scale that is larger than the one they have?

Commissioner BROWNLOW. That is one to make very large tests for large coal scales.

Senator GALLINGER. What would they have there that would weigh 25 tons? They do not sell coal from that market, do they?

Commissioner BROWNLOW. This is not only for the market. This is for testing scales for the public. The superintendent of weights, measures, and markets tests all private scales in the District of

Columbia. He wants one large enough to test the largest trucks used in the wholesale vending of coal.

Col. KUTZ. The items in regard to the repair shop are put in for the purpose of increasing the facilities of the repair shop. The District repair shop is doing a lot of work, more work every year, and the facilities are totally inadequate. It was not built as a repair shop, but was built for use as a pumping station and was turned over to the repair shop when the new pumping station was built, about 10 years ago, and part of the building is an old boiler room which has twice the head room in it that is required for repair-shop purposes. We want an additional floor placed over that area, dividing the space horizontally. We want a shed in the yard for the protection of bulky material, and then some machines—a 24-inch lathe, a milling machine, and a drill press.

We have now an appropriation of over \$100,000 for repair of school buildings alone. We are asking this year for a considerable increase in that appropriation. Repairs are constantly required, and we have to maintain a repair-shop force, and we would like to increase the work now done by that force, but we are handicapped now by lack of facilities and lack of tools. We make it a practice to do everything by contract in that connection that we can.

Senator GALLINGER. Which item, Colonel, covers the increase of the floorage space?

Col. KUTZ. It is in the \$4,800 item.

Senator GALLINGER (reading):

For changes to provide for more orderly and systematic arrangement and distribution of materials and labor.

That would not seem to cover the change you suggest.

Col. KUTZ. That is only one of a number of changes that we want to make to increase the facilities. It will give the direct connection between the shop we now have in front of the boiler room and some shops we have in the rear. It would make a direct connection between the two.

Senator GALLINGER. The House did not seem to pay any attention to those various and sundry recommendations.

Col. KUTZ. I would like to say with regard to the last item, "For shed for vehicles now stored in repair shop," where we ask \$3,000, if the committee looks favorably on a central garage, I do not think that item would be necessary. But we are very much crowded now. We have to store vehicles in the repair shop itself.

ASSESSMENT AND PERMIT WORK.

On page 21, line 17, in connection with the assessment and permit work, we ask for the authority to purchase and maintain a motor truck. We thought it was proper to include that item there rather than in the contingent fund, because half of the cost is assessable against the abutting property, and the purchase and maintenance of such a truck ought to be part of the assessable cost. It will enable us to replace a horse-drawn vehicle. We do all our alley paving by hired labor, and furnish the hauling in connection with it, and we can effect an economy by the substitution of a motor

vehicle for a horse-drawn vehicle. This I think is true of all the substitutions of that kind we have made in the last three or four years.

Senator GALLINGER. It does not increase the appropriation.

Col. KUTZ. No, sir. The House authorized the increase.

Senator SMITH. They have authorized an increase of \$20,000.

Col. KUTZ. Yes, sir.

Senator SMITH. And that would allow you to purchase this motor truck?

Col. KUTZ. It will not without specific authority.

Senator SMITH. I say, there is money to do it with, but you have to have specific authority to do it?

Col. KUTZ. Yes, sir.

Senator SMITH. You are asking for the authority, and not for any increase of money?

Col. KUTZ. Yes, sir.

WORK ON STREETS AND AVENUES.

Senator GALLINGER. Are these street schedules satisfactory to the commissioners as the House provided?

Col. KUTZ. The House cut off about \$20,000 of the amount estimated. While we think that every item submitted by the commissioners was an important item of work, work that ought to be done, we feel that in comparison with the appropriation last year it is very liberal.

Senator GALLINGER. Very liberal advances were made over last year.

Senator CURTIS. What is that last item, that proviso—

That streets and avenues named in said schedules already paved with Belgian block or granite shall not be paved or otherwise improved under this appropriation, and the remaining streets and avenues, except as herein specified, shall be contracted for in the order in which they appear in said schedules.

Is not that something new?

Mr. NEWMAN. The proviso on line 4?

Senator CURTIS. Yes.

Mr. NEWMAN. No, sir.

Col. KUTZ. That has been in the law for some time. We wanted to strike it out.

Mr. BROWNLOW. We asked that that be left out.

Col. KUTZ. We feel that is an unnecessary restriction on the judgment of the commissioners in connection with repaving the streets.

We have a fund of \$315,000 for repairs and resurfacing, and we feel that we ought to be able to resurface a street that is paved with Belgian block, if it is necessary, without specific authority in each case. That is, we do resurfacing work to the extent of \$120,000 or \$130,000 a year, yet we are absolutely restricted, so far as these streets are concerned.

Commissioner NEWMAN. Another reason why we think that restriction is not necessary is that the number of streets paved with Belgian block is getting fewer and fewer. There are not very many of them left relatively.

Senator SMITH. They are not as popular as they were?

Commissioner NEWMAN. No; and we do not have the traffic here that requires a pavement of that character. Industrial cities do.

Col. KUTZ. The commissioners also inserted in their estimates an item which appears at the top of page 22, calling for an appropriation of \$25,000 to permit the commissioners to pave streets on the same conditions that we lay sidewalks. That is, where a particular street is completely built up during the year, we feel that there ought to be some fund out of which a pavement could be provided without waiting the year or two years for the special appropriation that would under the existing law be necessary for that street. We only asked for a small sum as an experiment. The amount of work done would be double the estimate, as half of the estimated cost would be paid in advance by the property owners. There are cases now where a block is completely built up on both sides and no provision for pavement. We go in and make temporary repairs, using old material, but we have to use our repair fund for it, and it is really not a proper use of our repair fund, but with people living on the street, we feel they are entitled to access to their homes and that we must do something for them. If we have some fund of this kind, such streets can, in the discretion of the commissioners, be paved without waiting for a special appropriation.

Senator CURTIS. You only ask \$25,000 for that purpose?

Col. KUTZ. Yes. We want to start in modestly and try out the system. This only provides for cases in which property owners are willing to put up half the cost in advance, and where you find such a condition it seems to me the District ought to be ready to respond.

Senator SMITH. In cases where the property holders are willing to put up the amount required of them?

Col. KUTZ. Yes, sir. We do not want to go out into the suburbs and pave where it is merely part of a real estate speculation. We only want to do it in cases where houses are actually built and people living on the street, and where the people are willing to put up their share in advance of doing the work.

Senator SMITH. How have you been managing that now in the past?

Col. KUTZ. We can not do anything. We have to wait and get a specific appropriation.

Senator GALLINGER. You have got to have the street to be improved named in the bill?

Commissioner NEWMAN. An illustration of the need of that is that new street that runs straight west from the Kenesaw Apartment House, Hobart Street, all solidly built up. Those people have been living there for two years now without any improvement to their roadway at all except little old lumps of asphalt and brick and stuff, which have been put there and rolled down.

Senator GALLINGER. I suppose we could meet that case by adding the street to the schedule.

Commissioner NEWMAN. It is in the schedule. But in the meantime they have lived there two years with mud in their street. In a case of that kind, where the property owners were willing to advance their half of the money, this would take care of it.

Senator SMITH. Is it not more economical to do it, possibly, when needed, just at the time, than it is to wait, and it will cost a great deal more money later on? Would you not save money?

Commissioner NEWMAN. We would save what we spend in temporary improvements. Of course, the small amount of money that is spent for putting this old material in there is thrown away.

Col. KUTZ. We have no desire to do it except where the place is built up, because if it is only partially built up numerous cuts will have to be made for water connections and sewer connections, and in that case we would not want to put in a fixed pavement.

Commissioner BROWNLOW. There is no probability that where it is not built up the people would want to put up the money.

Senator GALLINGER. Would it not be well to provide that it should only be used in cases where the street is improved to that extent? Otherwise there is apt to be a claim of favoritism that you are putting it on one street and not on another.

Senator SMITH. I think that would be a protection to the commissioners.

Commissioner NEWMAN. Yes. That would put in law our theory exactly.

Col. KUTZ. In lieu of the provision contained in the estimates of the commissioners, it is suggested that the following legislation be enacted:

Hereafter the commissioners are authorized, whenever they receive a written application from the owners of three-fourths of the frontage of a block, which frontage is three-fourths improved, to pave the roadway of any street, avenue, or road in the District of Columbia running through such block, with a fixed pavement: *Provided*, That the applicants for such paving deposit one half of the estimated cost of the work; and the sum of \$25,000, or so much thereof as may be necessary, is hereby appropriated for the purpose of bearing the cost of the other half of such paving, said work to be done under the provisions of law governing the laying of sidewalks under the permit system, approved August 7, 1894.

WORK ON CERTAIN SPECIFIED STREETS.

Col. KUTZ. On the top of page 23 there are three items omitted. The third item was a duplication, and was very properly omitted. The second item represents half of the paving in front of the market, and while the commissioners thought it was advisable to pave the entire market space at this time, I think no great harm will be done by omitting half of it this year, letting half of it go to the next year. But the first item, Seventh Street, we feel is entitled to further consideration. We have an old granite-block pavement there, resting on a sand and gravel base, very rough and uneven, and very difficult to keep clean and sanitary. The lower part of Seventh Street, below R, was repaved this last year with asphalt. We would like to continue that improvement as far north as Florida Avenue.

Commissioner NEWMAN. It might be interesting to the members of this committee to know that that Seventh Street item, which I think was inserted in the bill by this committee last year—I mean he portion of it that was done—

Senator GALLINGER. Two or three times before we got it.

Commissioner NEWMAN. It finally went through last year. That street was paved in accordance with that estimate, and the business men's association along Seventh Street decided to have a celebration of this paving, about a half a mile of paving. They had a civic celebration out there one night last summer and 50,000 people turned

out. I do not suppose a half a mile of paving ever aroused such interest or was received with more appreciation and pleasure than that was. This item that was omitted by the House was to finish that job up.

BARRY FARM SUBDIVISION.

Senator GALLINGER. What about this Barry Farm proposition? Where is that subdivision?

Col. KUTZ. Barry Farm is a subdivision on the other side of Anacostia River, occupied largely by colored people occupying very small homes which they own. The subdivision is intersected by a series of streets that are not public streets; that is, the property ownership extends to the middle of the street. When the highway plan was made, some 20 years ago, Barry Farm was omitted because they could not extend a series of 90-foot streets over that subdivision without virtually destroying all the homes in it. We would like authority to make a highway plan which will conform to existing conditions, making the streets not less than 40 feet wide. We do not feel that we can spend any of our street-repair money on the existing system of roads, because they are not in public ownership.

Senator CURTIS. Have they not been dedicated?

Col. KUTZ. No, sir.

Senator CURTIS. Are they not used?

Col. KUTZ. They are used—just a series of irregular roads; and it is almost impossible at certain seasons of the year for fire apparatus to go there.

Senator CURTIS. Do not your courts here hold that if the people in a little community lay out an addition, or, whether they lay it out or not, if they use a highway for wagon purposes, it becomes a public highway?

Col. KUTZ. Yes. We so treated one short stretch on Howard Street, the commissioners declaring it a public street by reason of long use as such; but we feel that our authority in the matter is very uncertain; that is, as to the width which can properly be said to be used for street purposes. We want to lay sidewalks and gutters as well as the street, and sometimes the property will encroach well toward the middle of the street and other places set back, so that uniformity is out of the question.

Senator CURTIS. What is your idea—to condemn and pay for part?

Col. KUTZ. Yes. If we can lay out a new system of highways with a width of not less than 40 feet, we can condemn under the highway law.

Senator CURTIS. Would you have to pay for these streets now being used for highways?

Col. KUTZ. Yes. We pay for them and assess the entire cost back as benefits, so that there would be no expense to the District.

Senator CURTIS. The courts in our State hold—we had a good deal of trouble, just as you have had—that where they do lay them out to be used by the public for vehicles they become public highways.

Col. KUTZ. There is just one obstacle. We can not lay out any system of highways less than 90 feet in width.

Senator GALLINGER. Under existing law.

Col. KUTZ. Under existing law. So this is merely to give us authority in this particular subdivision to lay out highways of less

width, and if we have that authority we can go ahead without any appropriation.

Senator GALLINGER. Could you do that in that subdivision without pulling down a lot of those small houses?

Col. KUTZ. Yes, sir. We will destroy very few if we can provide these narrow streets.

Senator GALLINGER. If you pull down a man's house, what do you do about benefits then?

Col. KUTZ. The benefits are spread.

Senator GALLINGER. You assess it on his neighbors?

Col. KUTZ. Yes. He may be permitted to move the house back.

Senator SMITH. You have the amount of benefits to pay the expense.

Commissioner NEWMAN. It has to under our law.

Col. KUTZ. It is a very unattractive subdivision now, and I think something ought to be done to improve conditions, and this appealed to the commissioners as the most promising method. We would do the least damage to existing property and interests, and yet it would enable us to give these people sidewalks and sewers and maintain their streets and give them some real civic conveniences, which we do not think we can do now. The people who live there are very much in favor of legislation that will permit the commissioners to do something. They have petitioned us time and again for improvements, which we did not see our way clear to make under the law.

Senator GALLINGER. Now, Mr. Chairman, if you will permit me to make a suggestion that we have always made to the commissioners in reference to these streets to be improved, the House put in a certain schedule of streets, but omitted what will be found on the note on page 24, and we have ordinarily asked the commissioners to designate which of those omitted streets are most important. I hope the commissioners will make a suggestion along that line.

Senator SMITH. I wonder if it would not be well to postpone that until the next meeting?

Senator GALLINGER. I am willing to adjourn.

GRADING STREETS, ALLEYS, AND ROADS.

Col. KUTZ. Before we come to the suburban-road item, I would like to call your attention to the item at the bottom of page 23 and the top of page 24. The existing appropriation for grading streets, alleys, and roads is \$15,000. We asked for \$25,000, and the House authorized \$20,000. I feel that the estimate of the commissioners was fully justified; \$15,000 spread over the entire District of Columbia is a very small item, and particularly in the grading of alleys. It is very important, when builders develop an entire block that we grade the alley at that time, so that they will build to the established grade. As it is now, we frequently find the builders building houses according to the existing grade of the ground, without regard to the established grade of the alley. They lay out the backyards, and the concrete leads leading from the house to the alley, and do not pay any attention to the approved grade of the alley, and sell the houses. Then, when the District comes in a few years later to pave the alley, we find all these back-yard improvements laid out without respect to

the improved alley, and, of course, there is a great deal of opposition to changing the grade at that time. In grading we would like to keep pace with the building development. The paving can come later. This is the only fund out of which we can do such grading. It is also frequently necessary to grade streets to give access to houses that are built when there is no money to pay for paving. While we appreciate the additional \$5,000, we would like to have \$25,000.

In connection with the schedule for suburban roads the commissioners would like to insert an item which was not included in their estimates. Last year there was an item in the bill for the improvement of Naylor Road, in the southeast. When we came to make a more detailed study of conditions, we found it advisable to change the location of the road and to amend the highway plan in order to better fit the local conditions; and the revised plan, which has been approved by the Federal Highway Commission, makes the improvement somewhat more costly. Instead of \$8,000 to grade, improve, and macadamize this street, the estimate now is for \$13,500, and we would like to ask the insertion of an item, as follows. Insert, on page 24, between lines 10 and 11, the following:

Southeast Naylor Road, east of Good Hope Road to District line, grade and improve, \$5,500.

We can not make a satisfactory improvement for the amount heretofore appropriated. Then, we would like, in that connection, to continue the appropriation of \$8,000, which has not yet been spent, to the next year. We considered the advisability of treating this as a deficiency item, but the probabilities are that the deficiency bill will not come up until after the fiscal year has expired, and we wanted to save the \$8,000, and that would lapse on the 30th of June.

Senator GALLINGER. If this bill does not become a law until the end of the year, you will not save it, will you?

Commissioner NEWMAN. No; but we might make a contract to spend it on the 30th of June.

RHODE ISLAND AVENUE IMPROVEMENT.

Col. KUTZ. There is a proviso we would like to have inserted in connection with the first item—the improvement of Rhode Island Avenue from South Dakota Avenue to the District line—page 24, line 11. When Rhode Island Avenue was opened the law provided that the street railway company should deed to the District of Columbia all the land that it required within the limits of Rhode Island Avenue. The intent of the law, as the commissioners understood it, required the company to acquire all the property within the boundary lines of Rhode Island Avenue and deed it to the District. But that interpretation was not upheld by the courts. So that Rhode Island Avenue is not of full width throughout its entire length, and this proviso is to authorize the commissioners to institute condemnation proceedings for the widening of Rhode Island Avenue and include among the parties to be assessed for benefits the street railway company, leaving to the judgment of the jury the amount that should be paid by abutting owners and the amount to be paid by the street railway company. We feel that this is equitable

and in strict accordance with the intent of Congress. The proviso reads:

Provided, That the Commissioners of the District of Columbia are hereby authorized and directed to institute in the Supreme Court of the District of Columbia under and in accordance with the provisions of subchapter one of chapter fifteen of the Code of Law for the District of Columbia, a proceeding in re to condemn the land that may be necessary for the widening and opening of Rhode Island Avenue to its full width of one hundred and thirty feet, as laid down on the plan for the permanent system of highways for the District of Columbia, from South Dakota Avenue northeasterly to the District line, and the costs and expenses of said proceedings, including an amount sufficient to pay for the land taken, is hereby appropriated entirely from the revenues of the District of Columbia: *Provided, however*, That the entire amount found to be due and awarded by the jury in said proceedings as damages for the land condemned plus the costs and expenses of said proceedings shall be assessed by the jury as benefits: *And provided further*, That of the amount so to be assessed as benefits such amount shall be assessed against the City and Suburban Railway of Washington as the jury may find such railway to be benefited by said widening and opening; all said assessments to be collected as special improvement taxes in the District of Columbia and covered into the Treasury of the United States to the credit of the revenues of said District.

We intended to include this proviso in our estimates, but it was omitted. However, we feel that it is a proper proviso in connection with the proposed appropriation of \$17,000.

Senator GALLINGER. Where is South Dakota Avenue; in what part of the District?

Commissioner NEWMAN. Away out northeast, near Langdon and Woodridge.

Commissioner BROWNLOW. The opening of this avenue adds a very important arterial connection with Maryland.

Senator OWEN. Does Rhode Island Avenue run into South Dakota Avenue?

Commissioner NEWMAN. They cross each other.

Col. KUTZ. South Dakota Avenue crosses Rhode Island Avenue, and the proposed improvement goes from that intersection to the District line. It leads directly to the town of Mount Ranier, and there will be considerable travel between the two communities the minute it is opened. We feel it is not only a local improvement, but an improvement that is beneficial to the Maryland town as well as the District.

Senator CURTIS. This has been pending for a long while, has it not? It seems to me three years ago I went out over that road with the city engineers, or some of them.

Commissioner NEWMAN. There has been a desire for it.

Col. KUTZ. We rate that as among the most important improvements. The items which we considered most important of all, No. 1 and No. 2, were omitted by the House. We recommended them on the score of economy. They are both paved with macadam now, heavily traveled streets, and the cost of maintenance exceeds the interest on the cost of a fixed pavement plus the cost of maintenance of a fixed pavement.

(Thereupon, at 5.15 o'clock p. m., an adjournment was taken until to-morrow, Thursday, June 1, at 10.30 o'clock a. m.)

THURSDAY, JUNE 1, 1916.

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Smith (chairman), Owen, Lea, Gallinger, and Dillingham.

Oliver P. Newman, president of the Board of Commissioners of the District of Columbia; Louis Brownlow, Commissioner of the District of Columbia; Lieut. Col. Charles W. Kutz, Corps of Engineers, Engineer Commissioner of the District of Columbia; Daniel E. Garges, chief clerk; and Daniel J. Donovan, secretary to the board of commissioners, appeared.

STATEMENTS OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA—Continued.

The CHAIRMAN (Senator Smith). We stopped on page 24, I believe.

OFFICE OF SUPERINTENDENT OF WEIGHTS, MEASURES, AND MARKETS.

Commissioner BROWNLOW. If the committee please, I should like to revert to an item on page 8 that we inadvertently overlooked yesterday. It is on page 8, line 6, under the office of the superintendent of weights, measures, and markets. The current law and the House bill provide for a clerk at \$1,200. In our estimates we asked that the clerk's designation be changed to chief clerk and the appropriation increased to \$1,500.

That is one of the cases of salary increase that we feel is especially worthy. This is a young woman who has been in the office since 1897, and for about 10 years has been the acting deputy superintendent. When the superintendent is away for any purpose she is in charge of the office. She is an extremely competent woman. We believe that her compensation ought to be increased, and that the duties of the office under its present organization would entitle the holder of that office to more remuneration.

Senator SMITH. I see you now have two. You have them changed here, have you not?

Commissioner BROWNLOW. The House gave us an additional assistant. We asked that those assistants be changed to inspectors. They gave us the additional assistant. We asked for three additional inspectors, but if we could get that chief clerk we would be satisfied.

Senator SMITH. I notice that you only asked for two and that you have gotten three from the House.

Commissioner BROWNLOW. Because we asked for one inspector at \$1,300, and they made it three assistants at \$1,200. You see they provided for the middle item on the opposite page.

Senator SMITH. You asked for a chief inspector at \$1,500, and they gave you three assistants at \$1,200?

Commissioner BROWNLOW. Yes, sir; and while the work of that office requires these additional persons, it can go along by a gradual growth since they gave us that additional one; but we do believe that the title of that clerk ought to be changed to "chief clerk," and the compensation increased.

Senator GALLINGER. As you have only one clerk, is it not anomalous to give that clerk the title of chief clerk?

Commissioner BROWNLOW. There is only one clerk there, but she has charge of quite a staff of market masters and inspectors. The clerical work is largely done by the inspectors, partly out in the field and partly in the office.

Senator SMITH. Now, we go to page 29.

WIDENING OF WOODLEY ROAD.

Col. KUTZ. On page 29 the commissioners would like to insert a proviso, after line 11, which I will leave with you.

In accordance with existing law the commissioners during the past year have endeavored to widen Woodley Road from Connecticut Avenue to Wisconsin Avenue. Objection was made by the trustees of the Protestant Episcopal Cathedral Foundation that the widening of Woodley Road to the width laid down on the highway plan would unduly encroach on the cathedral grounds. After considerable correspondence and negotiation with them we have agreed on a modification whereby the 18-foot strip of parking in front of the cathedral grounds will remain in the ownership of the cathedral authorities, but there will be a building restriction established over it, so that we will virtually carry out, under this compromise agreement, the highway plan, the only difference being that this 18-foot strip of parking, instead of being in public ownership, will remain in the ownership of the cathedral. That fact will be taken into consideration by the jury in determining the damages to the cathedral property and also in the assessment of benefits, so that we are not yielding title without an appropriate return.

Senator SMITH. I believe there is a bill regarding that matter before Congress now.

Col. KUTZ. Yes, sir. I think the chairman of the Appropriations Committee of the Senate has introduced such a bill, and the Commissioners have prepared a paragraph covering that feature. It is a very simple matter, but it requires legislative authority before we can make such an arrangement. We feel that the interests of the city are thoroughly protected, and at the same time we will be able to protect the cathedral grounds in the way they want them protected. So far as we know there is no opposition on the part of anyone.

Senator SMITH. That bill has been introduced here by Senator Martin. Is this in any way in conflict with the bill that has been introduced?

Col. KUTZ. It is identical in form. He introduced it after this compromise agreement had been reached.

Senator DILLINGHAM. Under that bill is not other territory included?

Senator SMITH. That is a matter about which there is some dispute. There are others that want the same privileges allowed, I think. Senator Brady has some property there, and I think now Senator Newlands has come in with another arrangement, which we are thrashing out.

Senator DILLINGHAM. Do you know anything about that, Mr. Commissioner?

Col. KUTZ. No, sir; but if it is merely an extension of this principle to other properties on Woodley Road the commissioners would not offer the slightest objection. We have the right now, in accepting dedications of 90-foot public streets, to accept the dedication of a 60-foot width with a 15-foot building restriction on each side; but in condemnation proceedings we can not condemn merely the 60-foot strip with a 15-foot building restriction. Under the law we have to condemn the full 90-foot width. Now, what they are asking, really, is that the condemnation law in this particular case shall be made as broad as the dedication law.

Senator SMITH. At the same time, these people can hold as their property the 15 feet?

Col. KUTZ. Yes, sir.

Senator DILLINGHAM. Have you there the form of the amendment which you want?

Col. KUTZ. Yes, sir. We have handed it in.

Senator DILLINGHAM. I think the proposed amendment, as you have it there, either ought to go into the record or be left with us.

Col. KUTZ. Yes, sir; we have turned over a copy of it.

(The proposed amendment is as follows:)

That the Commissioners of the District of Columbia are hereby authorized and directed to widen Woodley Road, between Thirty-fifth Street and Wisconsin Avenue adjacent to the land of the Protestant Episcopal Cathedral Foundation (Incorporated), with a width not exceeding seventy-two feet instead of a width of ninety feet, as laid down on the highway plan of the District of Columbia: *Provided*, That there shall be established on the land of said Protestant Episcopal Cathedral Foundation (Incorporated), between said limits, a building restriction line which shall be ninety feet from and parallel to the north line of said Woodley Road, as now laid down on said highway plan, and the jury in the condemnation proceedings, which are hereby authorized to be instituted under subchapter one of chapter fifteen of the Code of Law for the District of Columbia, shall ascertain the damages to said Protestant Episcopal Cathedral Foundation (Incorporated), by reason of the establishment of said building-restriction line and said damages together with the damages for the land taken for said widening shall be included in the amount assessed as benefits under said condemnation proceedings, and the costs and expenses of said proceedings, together with the damages for the land taken shall be paid from the appropriation herein made for the extension of streets and avenues.

MUNICIPAL ASPHALT PLANT.

Col. KUTZ. Then, on page 29, line 23, under "Repairs—Streets, avenues, and alleys," the commissioners would like to insert the following to cover the technical objection that has been raised to the present phraseology. It concerns the operation of the municipal asphalt plant:

That hereafter the necessary expenditures on account of operating the portable asphalt plant as heretofore authorized shall be chargeable to the appropriation on account of which such work shall be done.

A number of years ago Congress authorized the purchase and operation of an asphalt plant, for making minor repairs only, at a limit of cost of \$7,500; and for a year or two thereafter the appropriation each year contained words that specifically authorized the operation of the plant. For the last two years no reference has been made in the appropriation for the repair of streets, to the operation of the plant, but we have gone ahead and operated it under the assumption that we had the necessary authority. Our right to operate the plant

was disputed recently by one of the contractors who is strongly opposed to the municipal operation of the plant. We took the matter up with the auditor and with the corporation counsel, and while they held that we were within our rights in going ahead, they said we ought to endeavor to secure this additional phraseology in the next appropriation bill. Under it, the cost of operation would be chargeable to the appropriation on account of which the work was done—that is, whether it is repairs to streets or the miscellaneous appropriation for repairs to cuts.

Senator GALLINGER. I think when we authorized that plant we were all laboring under the impression that the commissioners had an absolute right to use it without further legislation; but if legislation is needed I think it ought to go in.

Col. KUTZ. Yes, sir. There is some doubt in the minds of the accounting officers. It is a very small plant, and it is only used for making minor repairs. We are not endeavoring to compete with the contractors.

Senator GALLINGER. Oh, no. I think it is a very valuable thing to use it.

AUTHORITY TO OPEN, EXTEND, OR WIDEN STREETS, ALLEYS, ETC.

Col. KUTZ. In our estimates we included an item of legislation which is not included by the House. It is shown on the right of the page, at the top of page 29; but we feel that we do not want to ask for the legislating at this time. It was intended, when drawn, to cover two particular cases where school grounds encroached slightly on street areas—one in Congress Heights and one in the Woodridge-Langdon section. We were seeking this legislation merely to make the streets straight by cutting off a slice of the school property. Since we introduced this legislation, however, the corporation counsel has ruled that the commissioners possess the necessary authority to encroach on the reservation to the extent necessary to lay sidewalks; so that, under his interpretation, we will not need the additional legislation.

Senator SMITH. You do not want this, then?

Col. KUTZ. No, sir.

BONDS OF CONTRACTORS.

The proposed legislation at the bottom of page 29 concerns the guarantees in connection with contract work. Under existing law, the commissioners not only require from the contractor a bond guaranteeing the faithful performance of his contract, but they also require a cash retent of 10 per cent, varying from one to five years, depending upon the character of the work.

Senator SMITH. You have gone back to page 29 now?

Col. KUTZ. We are still on page 29; yes, sir.

Senator GALLINGER. This is the note at the bottom.

Col. KUTZ. The commissioners feel that the double safeguard is unnecessary, and that it is costly. In Federal Government contracts they require a guarantee in the form of a bond, but not in the form of a cash retent. We feel that a bond will give us all the pro-

tection that is necessary, and that we might as well save the money that we are now paying for the double safeguard.

Senator GALLINGER. Was that cash retent authorized by law, or was it simply a regulation on the part of the commissioners?

Col. KUTZ. No, sir; it is law, and there is no uniformity about it.

Senator SMITH. There is a bill on the subject, introduced by Mr. Johnson in the House. Have you seen that bill?

Col. KUTZ. This is the same thing.

Commissioner NEWMAN. It was our bill, introduced by him.

Senator SMITH. It is the same bill that you are now talking about?

Commissioner NEWMAN. Yes, sir.

Commissioner BROWNLOW. And it has been favorably reported to the House by Mr. Johnson's committee.

Senator SMITH. The note that you have here is in accordance with the bill that you have had introduced by Representative Johnson?

Col. KUTZ. Yes, sir. We are advised that the amount of the cash retent is approximately a quarter of a million dollars. The District is paying interest on that quarter of a million dollars continuously at the rate at which the contractor can borrow money.

Commissioner NEWMAN. It is in the form of an increased price. He includes that, of course, in his bid.

Col. KUTZ. And as the Federal Government is doing a much vaster business without the double safeguard, we do not see the necessity for it in the case of the District government.

Senator DILLINGHAM. You are paying interest on how much, Mr. Commissioner?

Col. KUTZ. I think it is \$240,000, if I remember the figures correctly.

Commissioner NEWMAN. That is, we pay the interest in the form of the price in the contract, Senator Dillingham.

REPAIRS TO SUBURBAN ROADS.

Col. KUTZ. On page 30, line 15, the House has placed a limit of price on the truck of \$1,000. We feel that this is an unwise limitation. We have no desire to purchase a truck any stronger or more expensive than is needed for the purpose. The trucks in the District service vary from very light trucks that will carry three-quarters of a ton to trucks that will carry five tons; and while a thousand dollars might be a suitable limit for the smaller truck, it is entirely inadequate for the heavier truck.

Senator SMITH. You do not want any limit, do you; or have you a limit of your own?

Col. KUTZ. I should like to have the limit placed at \$2,000 on this particular item.

WIDENING OF FOURTEENTH STREET SW.

Just after line 8, page 30, we wish to have inserted an item, as follows:

That the commissioners are hereby authorized, in connection with the resurfacing of the roadway of Fourteenth Street SW., from B Street to Water Street, to increase the width of said roadway to not exceeding 55 feet.

The commissioners are barred by law from changing the width of the street unless in the change they can reduce the cost of the pavement; so that it virtually requires legislative authority whenever we want to increase the width of the street. This street is just in front of the Bureau of Printing and Engraving. There is a great deal of traffic there, and under our general authority we were proposing to resurface the street this last year. When we came to study the situation in detail it seemed wise to widen the street in connection with the resurfacing, and we are therefore asking this authority.

Senator SMITH. Does it require any expenditure of money?

Col. KUTZ. Only out of existing funds for the repair of streets.

Senator SMITH. No appropriation is necessary?

Col. KUTZ. No appropriation is asked in connection with the item.

REPAIRS TO SUBURBAN ROADS.

Senator SMITH. You speak, in line 15, of putting the limit of cost of the truck at \$2,000. Does that necessarily increase the appropriation?

Col. KUTZ. No, sir.

Senator SMITH. You would leave that the same? It does not affect it?

Col. KUTZ. So far as the appropriation itself is concerned—

Senator SMITH. You asked for \$175,000, and the House gave you \$150,000, instead of \$145,000, as last year?

Col. KUTZ. Yes, sir. I think that is an item, Senator, the importance of which you will appreciate very much. It is a well-known fact that in coming from Maryland into the District of Columbia you can recognize the District line by the fact that you go from a good road to a bad road. In most cases the Maryland roads approaching the District are paved very much better than the District roads they join.

Senator SMITH. That is, you go from the good roads of Maryland to the bad roads of the District of Columbia?

Col. KUTZ. Yes, sir. The travel on the suburban roads is increasing every year, and our appropriation for the repairs of suburban roads has been inadequate for a number of years. The House granted us an increase of \$5,000 against the \$25,000 that we asked for. We believe that every dollar of the \$175,000 can be advantageously expended.

WIDENING OF GEORGIA AVENUE.

Senator DILLINGHAM. Where is the amendment that you propose?

Col. KUTZ. The amendment proposed comes in just after line 17, and is in connection with the widening of Georgia Avenue—a proceeding which was instituted by the commissioners, and is now in the courts. There are two Federal reservations fronting on Georgia Avenue. One is the Battle Ground National Cemetery, and the other is the Walter Reed General Hospital. The condemnation proceedings do not apply to Federal property, but we will take a strip off of all the other property on Georgia Avenue; and we want the necessary authority to set back the hedges, copings, and steps of these two Government reservations.

The commissioners have taken up the matter with the Secretary of War, and he assents to the use of this land for highway purposes, under the condition that we set back the hedges so that there will be no charge to his appropriation. I think it is a very reasonable and proper thing to do, and so far as we know everyone is in accord with it.

The proposed amendment reads as follows:

And so much of the Government reservations known as the Walter Reed General Hospital Reservation and the Battle Ground National Cemetery Reservation, designated as parcels 89/8 and 123/29, respectively, in the District of Columbia, as lie within the lines of Georgia Avenue as laid down on the highway plans with a width of 90 feet, are hereby declared to be a public highway under the control and jurisdiction of the Commissioners of the District of Columbia: *Provided*, That the hedges, fences, retaining walls, and other structures on said reservations which are now erected within said lines of Georgia Avenue as laid down on the highway plans shall be removed and reconstructed to conform to said widened highway, and the cost thereof shall be paid from the appropriation for repairs to suburban roads.

The amount involved is only about \$2,000—I mean the cost of changing the hedges, steps, and copings.

REPAIR OF SIDEWALKS.

Senator SMITH. There is a discrepancy between what you asked for and what the House granted you, on lines 9 to 11, page 30. You asked for \$25,000, and last year you had \$10,000, while the House gave you \$15,000.

Col. KURTZ. That is a very important item, Mr. Chairman. We asked not only for an increase in the appropriation but for a slight change in the phraseology.

The sidewalks in front of private property in the District of Columbia are generally in better condition than the sidewalks in front of Federal property; and the appropriation for the replacing, renewal, or laying of sidewalks in front of Federal property has been so limited that we have not been able to keep pace with the demands. I have a number of specific cases in mind—two in which I think dangerous conditions exist. If a citizen stubs his toe, falls, and breaks a leg, the District will be sued, so that the responsibility rests on the commissioners.

One of these cases is on the Fifteenth Street side of the Treasury Department. There is a pavement laid with old blue flagstone on a sand cushion. Not only are the flags themselves out of place but many of them are broken. We can make a temporary repair by relaying those flags, but by the time we take them up and replace the broken ones and reset the others we shall have spent practically as much money as a concrete sidewalk would cost. We would like this year to replace at least a part of that sidewalk with a new sidewalk.

There is a similar condition existing at Farragut Square, on the Seventeenth Street side of which the pavement is of blue stone, and in passing over it the other day I noticed several places that, in my judgment, were dangerous.

We have another case on Fifteenth Street, running from the Sherman Statue down to the Monument. The sidewalk is an old coal-tar pavement, heaved up by the roots of the large poplar trees in some places as much as 6 inches, with corresponding depressions

which are nothing but pools of water after a shower. There are hundreds and thousands of people, tourists, coming to town, who take that route in going to the Monument, and that pavement should be replaced; but with only \$10,000 to keep in repair, replace, and build new sidewalks in front of all of the Government reservations in the District, we simply can not do more than the important ones, and we have favored the schoolhouses in the laying of sidewalks—that is, we felt that we ought to make provision for the school children first. But the three pavements that I have referred to ought to be corrected, without doubt, in the near future.

Senator SMITH. The Government is not keeping its sidewalks in as good condition as the citizens of Washington?

Col. KUTZ. It is not keeping them in as good condition as the citizens are required to do. We can go in front of any private property, where a dangerous condition exists, and relay the sidewalk and assess half of the costs against the property.

Senator SMITH. Then you are requiring the citizens to keep their sidewalks in a better condition than that in which the Government keeps its sidewalks?

Col. KUTZ. Yes, sir; I think that is true.

Senator GALLINGER. You spoke of an asphalt walk. Would you lay an asphalt sidewalk on Fifteenth Street, in front of the Treasury Building, or a granolithic one?

Col. KUTZ. A granolithic one. The existing one on Fifteenth Street, south of the Sherman Statue, is an old coal-tar pavement.

Senator GALLINGER. Yes; I understand.

Col. KUTZ. But we are laying nothing but granolithic sidewalks.

OPENING AND WIDENING OF MINOR STREETS AND ALLEYS.

Senator GALLINGER. I think that is right.

What about this note on page 30 which seems to enlarge your authority in the matter of making assessments for the opening of alleys and minor streets? Is that important?

Commissioner NEWMAN. I consider that quite important, Senator. It is intended to make it possible to deal with a number of alley situations in the District.

For a good many years there has been an effort to improve the physical condition in those squares in which there are interior alleys in which people live in small dwelling houses. Several years ago—I do not remember just when, but it was some considerable number of years—an act was passed authorizing the commissioners to put minor streets through these squares. It was believed at that time that if a square that had interior alleys should be cut through, and a minor street established, that would automatically improve the physical condition by giving society access through the square, and the policing would be improved, and the general condition would improve itself.

Senator SMITH. Do I understand that this only affects property belonging to the Government?

Commissioner NEWMAN. Oh, no; it affects private property. You see, there are over 200 squares in the city, Senator, in the interior of which are alleys on which there are dwelling houses—little houses in which people live. Sometimes the entrance from the street into that network of alleys is very small, very narrow. You get inside and you find cross alleys running there, and people living in them.

Senator SMITH. This applies, however, not only to alleys, but to any street, avenue, road, highway, or alley.

Commissioner NEWMAN. Yes.

Senator SMITH. It applies to all manner of streets?

Commissioner NEWMAN. Yes, sir. I will explain that.

Commissioner BROWNLOW. This is the present law as to all streets and highways. It adds alleys and minor streets to the existing law.

Commissioner NEWMAN. It adds minor streets to the theory under which we are now proceeding with reference to avenues and streets.

Senator SMITH. You want to extend the jurisdiction to the minor streets and alleys? Is that the idea?

Commissioner NEWMAN. Yes, sir. The act to which this is an amendment, which it was hoped would make it possible to put minor streets through some of these squares, provided that the entire cost and expense should be assessed as benefits upon the property within that square and the property within the four squares facing on that square. The commissioners undertook to put through a minor street in a case of that kind, and the case was dismissed by the court on the ground that the benefits were excessive; that being restricted to the squares confronting the square in which the street was to be put, the benefits were too much; that the property could not bear it; that it was not a benefit to that extent; and so it was knocked out, and the law has been inoperative.

Senator SMITH. Then, under this law, if the property could not bear it, you would have a right to make such change as you thought proper?

Senator GALLINGER. You would have a right to go beyond to assess benefits?

Commissioner NEWMAN. This proposal merely gives the jury authority to go beyond those surroundings squares in spreading the benefits. The jury could go over as wide an area as it desired.

Senator SMITH. Do I understand that you would have a right to make this assessment even if it confiscated the property of the people that you were affecting?

Commissioner NEWMAN. Of course, the assessment made is the result of a court verdict. The commissioners do not make it. It is made as the result of a verdict of a jury, by a court order. Of course, no verdict which is actually confiscatory will stand under any circumstances. If it could be shown that it was confiscatory, it would be set aside, of course. This merely gives the jury authority to spread these benefits over a wider area than they are permitted to spread the benefits over at present.

Senator SMITH. The result of it, as I understand, would be to lessen the assessment to any particular party or locality?

Commissioner NEWMAN. It would probably be that.

Senator SMITH. And it would enable you, probably, to make the change by going over a larger area than if one party or two parties were subject to this assessment?

Commissioner NEWMAN. Yes, sir.

Senator SMITH. Then that would rather help the parties whose property, under the present law, would be almost confiscated by the change?

Commissioner NEWMAN. Yes, sir; and there are quite a large number of squares in which, by this treatment, we hope we could cure that alley evil without any radical taking of property, or radical or expensive procedure—merely putting the minor streets through.

Senator GALLINGER. Of course, under that provision, you could go half a mile or even farther.

Commissioner NEWMAN. Oh, under this provision the jury, if it wanted to, could spread it over the whole District of Columbia.

Commissioner BROWNLOW. But the jury is required to say that it found the benefits.

Senator GALLINGER. Has any suit been instituted, or any proceeding of any kind commenced by any citizen on the ground that the assessments of benefits on property is unreasonable or unjust?

Commissioner NEWMAN. Under the existing alley law?

Senator GALLINGER. Yes; under the existing law.

Commissioner NEWMAN. Oh, yes, sir. I do not recall the exact form which the proceeding took. Mr. Garges tells me that property owners in one case filed exceptions to the verdicts, and those exceptions were sustained when the case went up, on the ground that the benefits as found by the jury did not exist—that they were so great as to be confiscatory.

Senator GALLINGER. That law, I think, is going to be attacked in the near future. It may not be.

Commissioner NEWMAN. This particular law, as far as it applies to alleys, with this restriction, is inoperative now on account of that court decision.

Senator GALLINGER. It is inoperative; yes.

Senator LEA. Then you want this to cure the omissions that were made by the decision of the court in that case?

Commissioner NEWMAN. Not exactly, Senator. The present law restricts the area in which the benefits may be spread. We wish to remove that restriction, and permit the jury to spread the benefits over as large an area as they desire.

Senator GALLINGER. It restricts it to the property embraced in the alley itself on both sides, and the abutting square. Is that it?

Commissioner NEWMAN. The property within the square and in the confronting squares.

Senator GALLINGER. And in the confronting squares; exactly.

Commissioner BROWNLOW. The four confronting squares; not the diagonal ones.

Senator GALLINGER. My own impression is, and has been, that in getting rid of alleys, either by converting them into minor streets or doing something else with them, the Government and the District of Columbia ought to pay the bills, and not impose the expense upon a few property owners in the immediate vicinity, who, as a matter of fact, get mighty little benefit out of it; but that has not been the rule.

Commissioner NEWMAN. I think it might very equitably be divided. I think the Government and the District should pay something, because it certainly would be a general improvement.

Senator GALLINGER. Oh, certainly.

Commissioner NEWMAN. But it also, Senator, would be a benefit to the property in the immediate vicinity.

Senator GALLINGER. Unquestionably so.

Commissioner NEWMAN. I think they could justly bear a portion of the expense.

CONTROL OF AQUEDUCT BRIDGE.

Senator SMITH. I notice on page 31 a provision giving to the commissioners jurisdiction of the Aqueduct Bridge.

Col. KUTZ. The commissioners felt that certain economies could be effected by the centralization in one office of the control of the bridges of the District of Columbia. As the matter now stands, the commissioners control, maintain, and operate all the bridges in the District of Columbia except one and a half.

Senator SMITH. Except one and a half?

Col. KUTZ. Yes, sir. They control one-half of the Aqueduct Bridge—that is, the superstructure of the Aqueduct Bridge. The piers come under the local engineer officer, Col. Flagler. The Highway Bridge is in charge of the public buildings and grounds office, Col. Harts. So that there are three separate offices in the District of Columbia controlling the bridges of the District.

Senator OWEN. Why is that? Why do you not put them under one head? Why is not that a proper recommendation?

Commissioner NEWMAN. We are making it now.

Col. KUTZ. We have so recommended.

Senator OWEN. Why are not all the bridges put under one authority?

Senator LEA. This provision does it. Senator.

Senator OWEN. This does put them all under one authority?

Senator LEA. This is the recommendation of the commissioners.

Senator SMITH. This is the recommendation of the commissioners, and I am just asking him to give his reasons for it. That is what he is driving at now. They make a proposition here to change the law so that they will have all the bridges under their jurisdiction.

Col. KUTZ. There is an unnecessary expense under the present arrangement, because the District must maintain a bridge department, headed by a bridge engineer, and each of the other two offices must maintain men more or less skilled in that work; and certainly no corporation would control its bridges in that manner, under three separate offices. There is nothing about the control of the Highway Bridge and the Aqueduct Bridge that our bridge department can not do and do well.

Senator SMITH. The Aqueduct Bridge, as I understand, is partially under the control of the War Department now; is it?

Col. KUTZ. Yes, sir.

Senator SMITH. Owing to the fact that it has to do with navigation?

Col. KUTZ. No, sir. In the case of the Aqueduct Bridge there is no navigation. There is no draw. But even the fact that the Highway Bridge has a draw does not mean that it ought to be under the control of the War Department. There are plenty of private bridges throughout the country over which the War Department exercises jurisdiction so far as the opening of the draw is concerned, and they will do that in the case of the Highway Bridge, whoever controls it. There is a draw in the Anacostia Bridge that is under the control of

the commissioners, so it can not be the presence of a draw that is the reason for this divided jurisdiction.

Commissioner NEWMAN. Another interesting condition, Senator Owen, is that the District Commissioners police the water under the bridges. The District line is high tide on the Virginia shore.

Senator OWEN. I think the jurisdiction of the War Department is historical, and dates back to a time when the water supply of the city of Washington was under its control.

Commissioner NEWMAN. No; this is a little different from that.

Senator OWEN. But I am speaking of the control of the Aqueduct Bridge.

Commissioner BROWNLOW. The Aqueduct Bridge was built to carry the Chesapeake & Ohio Canal over the river to Alexandria. The bridge was then purchased by the municipality of Georgetown, and was subsequently purchased by the Government from the municipality of Georgetown.

Senator OWEN. At all events, the placing of this jurisdiction within one authority is the proper step.

Col. KUTZ. Both of the bridges—the Highway Bridge and the Aqueduct Bridge—were built on the half-and-half basis. That is, they were not built solely at the expense of the Federal Government, so that they are in the same category as any other District institution, and the bridge that has just been authorized to replace the present Aqueduct Bridge is also being built on the half-and-half basis.

Senator SMITH. Without looking at it, do you remember the objection that the House committee had to accepting this proposition?

Col. KUTZ. No, sir. They did not offer any objection. I think the only justification that can be made for the War Department control is the fact that these two bridges lead from the District to the State of Virginia—that is, they lead out of the District; they virtually connect the District with a State—and it is on that ground that Federal control is advocated. It does not seem to me that that is a sufficient reason, however.

Senator LEA. Does the War Department antagonize this amendment?

Senator SMITH. The bridges are under the control of the War Department.

Col. KUTZ. I think the War Department prefers to keep them—to retain control. We have not taken it up.

Senator OWEN. You can assume that any department will prefer to maintain its own jurisdiction, always, under all circumstances, without regard to any other considerations.

Senator LEA. Do the officials of the War Department protest against this change?

Commissioner BROWNLOW. Secretary Garrison favored it. He was on the point of approving it when he resigned.

Senator SMITH. Would it not be under the control of the Government even if the District commissioners had it?

Commissioner BROWNLOW. Certainly.

Col KUTZ. We are all presidential appointees.

Senator SMITH. I notice an item here, farther down, as follows:

For surveys and plans for bridge to take the place of the existing bridge across Potomac River known as the Aqueduct Bridge, \$10,000.

Col. KUTZ. Of course, that item goes out automatically, because an appropriation has been made for the bridge itself.

Senator SMITH. That renders this no longer necessary?

Col. KUTZ. That is no longer necessary.

CALVERT STREET BRIDGE.

The next item that we would like to have taken up for consideration, with a view to including it in the bill, is the Calvert Street Bridge. That is not an unsafe bridge. A number of years ago there was a great deal of uneasiness felt about it, and the then commissioners called in a bridge expert from Baltimore; and as a result of his investigation he advised the narrowing of the bridge, in order to reduce the load on the trusses and on the piers. That was done, but narrowing the bridge congested the traffic. It is just a light iron-truss bridge, and the commissioners feel that the time has come when preliminary steps should be taken to replace the bridge. What we wanted this year was an appropriation from which we could have plans prepared. We feel that this bridge should be, to a certain extent, ornamental in character, at least in keeping with the Connecticut Avenue Bridge, and that the best results could probably be obtained by inviting competition, and selecting three or four competent men to submit designs. It was with that in mind that we asked for \$10,000. Some part of that will be needed for making preliminary investigations.

Senator SMITH. What will the construction of that bridge cost, Colonel?

Col. KUTZ. I think about \$400,000, or possibly \$350,000—that is, assuming that it is to be a masonry-arch bridge. We can throw a single-span bridge across there, and some very effective preliminary designs have been made by a man interested in the subject, but merely a sketch; not any detailed plan.

Commissioner BROWNLOW. That bridge was built by the street-railway company. It was not built at public expense in the first place.

Commissioner NEWMAN. There is only one narrow roadway on each side. A vehicle going over the bridge in either direction can not pass another vehicle going in the same direction.

Senator LEA. What was the cost of the Connecticut Avenue Bridge?

Col. KUTZ. About a million dollars. This will cost considerably less than half that amount.

Commissioner NEWMAN. There is only one roadway on each side.

Senator DILLINGHAM. I recall it.

Commissioner NEWMAN. Two vehicles going in the same direction can not pass each other there.

Senator SMITH of Maryland. That is across Rock Creek?

Commissioner NEWMAN. Yes.

Senator OWEN. What was the cost of the Rock Creek Bridge?

Commissioner NEWMAN. About a million dollars.

Senator OWEN. What kind of bridge did you contemplate as being the best suited for that point?

Col. KUTZ. A single-arch bridge, built of reinforced concrete, faced with stone.

Senator SMITH of Maryland. This bridge is used by the street railway company?

Col. KUTZ. Yes.

Senator SMITH of Maryland. And the bridge you contemplate building, or asking an appropriation for plans, etc., for would also be used by the street railway company?

Col. KUTZ. Yes.

Senator SMITH of Maryland. Then, in that case, should not the street railway company be taxed to help build this bridge?

Col. KUTZ. Well, sir—

Commissioner NEWMAN. I do not believe that need be considered in this connection. That need not be considered until it comes to the consideration of the appropriation for the bridge.

Senator SMITH of Maryland. I know; but if the Government appropriates this money and takes it upon itself to build this bridge, it would want to know something about who is benefited and who should help to pay for it.

Col. KUTZ. I think this question may well be considered on this preliminary appropriation.

Senator SMITH of Maryland. I think if you are going to get plans by the Government, and to provide for the building of it, we ought to know who is benefited and who should pay for it.

Col. KUTZ. Let the report on the plans include a recommendation as to what proportion of the cost should be charged to the railway company.

Senator OWEN. Have you not any force of men, who are engineers, to make those plans, so that you can do so in your own department, without employing outside people to do it?

Col. KUTZ. No, sir; I do not think they could make satisfactory plans for a bridge of that character, because I think you want considerable architectural treatment on the bridge.

Senator DILLINGHAM. How high is the floor of that bridge from the street?

Col. KUTZ. I do not know.

Commissioner BROWNLOW. It is very high.

Senator DILLINGHAM. It is the highest in the city, is it not?

Commissioner BROWNLOW. It is very high.

Senator OWEN. I notice in this item here \$20,000 for surveys and plans of these two bridges.

Senator SMITH of Maryland. One of them is done away with. That is not necessary now.

Senator OWEN. I know, but that is the estimate made for plans for two bridges, \$20,000.

Senator SMITH of Maryland. Yes.

Senator OWEN. For \$20,000 you could employ men as highly qualified in architecture as necessary.

Col. KUTZ. Oh, yes, sir; we can. But we feel that we would get better results if, instead of employing a single architect to make plans for the bridge, we invited competition, designating two or three or four bridge engineers or architects to prepare plans for a bridge on this site.

Senator OWEN. It looks to me like a waste of money, and it looks to me as though you ought to have workmen thoroughly competent to do this on the economic basis and the beautiful basis. I see no

reason why beauty and economy could not be combined in the work of this department. I see no reason for turning these matters over to a lot of people who charge all sorts of fancy prices without giving you any adequate return for what you pay. I know if I were transacting this business as my own business, and was expending money on this scale, I would have my own corps, and I would get men who were sufficiently competent to do it, too.

Commissioner NEWMAN. Senator, we can not employ bridge architects for the salaries which we have to pay to bridge engineers.

Senator OWEN. Instead of spending this \$20,000 to pay for outside people, I would put it in this department, and you can then employ a man who is competent. This District is doing architectural work of a high order all the time.

Commissioner NEWMAN. Yes.

Senator OWEN. And it seems to me you ought to have an architect of a high order. There is nothing occult about architecture; nothing whatever.

Commissioner NEWMAN. Our own force has produced some very good things. Our school buildings, with the exception of the Central High School, for which an outside architect was employed, have been done by our own force.

Senator OWEN. The Supervising Architect of the Treasury sent a man down to the town that I live in to construct a public building there. He designed it, planned it, and built it, and a more beautiful building does not exist on the footstool. It is a royal building in every way. It is a wonderful piece of work. I do not think that man gets over \$4,000 or \$5,000—something like that.

Col. KUTZ. The municipal architect who designs all the District buildings gets \$3,500 only.

Senator OWEN. Yes, but here is \$20,000 for two plans and surveys. I do not regard that as economical. I may be wrong about it. I do not pretend to be very expert. But it does not look right to me, and if there is an economy which can be served here, I do not mean at the sacrifice of architectural beauty or architectural dignity or architectural excellence, but if there can be a substantial economy in this work by putting a man of a high order in your department and paying him a fixed salary, not only to make these plans and these surveys, but other plans and other surveys that are coming along every season, I think it ought to be done. I would be glad to have the opinion of you gentlemen upon that, whether there is something in my suggestion which is unsound; and if there is, I hope you will not hesitate to say just exactly what is in your minds, because I do not want to have my opinions weigh except on the basis of sound reason and judgment.

Commissioner NEWMAN. It seems to me that the bulk of our work of an architectural and constructing character is utilitarian rather than architecturally ornamental. I suppose that 90 per cent of the duties of the people who build our buildings—whatever structures we have to do—90 per cent of their activity, of their ability, must be in the practical routine matters of utility. I may be mistaken, but it would seem to me doubtful if we have a sufficient amount of the higher grade of architectural work to justify the employment of such a man as you suggest.

Senator SMITH of Maryland. Is bridge building a specialty with engineers?

Commissioner NEWMAN. Oh, of course.

Senator SMITH of Maryland. And can you get an architect for general purposes who is competent, probably, to build bridges equal to the bridges built by specialists in that line? Does it require specialists for bridge building?

Col. KUTZ. There are several ways of building ornamental bridges. In the case of the Connecticut Avenue Bridge they held a competition similar to the one we had in mind. The commissioners designated four bridge engineers as competitors, and they awarded three prizes—first, second, and third. They used a part of the money to make an examination of the foundations, including borings, and that information was made available to all the competitors. The designs were submitted and then passed upon by a board, and the best of the four designs was selected. I think the preliminary appropriation in that case was \$10,000, the amount we asked for in this case. In the case of the Q Street Bridge, which has just been finished, and which is more or less ornate, the commissioners employed an architect, who worked in conjunction with the bridge department, and \$5,000 was paid to him for that small bridge that cost only about \$200,000.

Then, in the case of the Pennsylvania Avenue Bridge across Rock Creek, the bridge was entirely designed by the bridge department of the District of Columbia. We did not call in any architect at all. It is simple in its lines and might be termed a utilitarian bridge; but it is faced with granite and is not by any means an ugly bridge.

Senator GALLINGER. That is the bridge now under construction?

Col. KUTZ. Yes.

Senator GALLINGER. Yes.

Col. KUTZ. In the case of the Aqueduct Bridge, which is being built by the War Department, it had been my intention, and I understand it is the intention of the Chief of Engineers, to have the bridge designed in the local engineer's office by the regular force and then call in an architect to dress the bridge; that is, to dictate the lines of ornamentation. In the case of the Calvert Street Bridge we believe that more attention should be paid to the beauty and the lines of the bridge than is necessary in the case of the Aqueduct Bridge, and we feel that we will get the best results by holding a competition. If we employ one man, as you suggest, then we are limited to the ideas of that one man. If we invite a competition we will get the choice of ideas from four of the best men that we can select, and in the National Capital the very best results should be secured.

As to your suggestion that we take on a bridge designer, a bridge architect, as well as a bridge engineer, and keep him regularly in our force, the only objection to that is that we would have to pay a considerable sum of money, probably \$5,000 or \$6,000 a year, to get a suitable man, and we would not have enough work to keep him busy continuously because we do not build bridges every year. There is not enough work of that character to warrant the continuous employment of such a man.

Senator OWEN. What is the amount in this bill for surveys, plans, and construction of various kinds?

Col. KUTZ. These are the only two items that I know of.

Senator SMITH of Maryland. One of them was eliminated.

Senator OWEN. Eliminated because they are going to build the bridge.

Senator SMITH of Maryland. Yes.

Commissioner NEWMAN. We are just now finishing a new high school for colored pupils which will cost a quarter of a million dollars, with a capacity of 1,500 students. That was designed by the municipal architect.

Senator OWEN. They are going to build this bridge across the Potomac here to Arlington. Is not that provided for?

Commissioner NEWMAN. No; this is the Aqueduct Bridge, I think, that you have confused with that.

Col. KUTZ. The memorial bridge.

Senator OWEN. I am speaking of the memorial bridge.

Col. KUTZ. There has been no appropriation made for that.

Senator OWEN. No appropriation, but it has been authorized, has it not?

Col. KUTZ. No.

Senator OWEN. What became of that bill? It passed the Senate, did it not?

Senator DILLINGHAM. I think two bills passed the Senate, but never were acted upon by the House.

Senator OWEN. So that it is pending now?

Senator GALLINGER. There were bills passed through the Senate years and years ago relating to this bridge. I assume that we need not worry over the proportion that the street railway might have to pay to construct this bridge. That will be provided for when we make the appropriation.

Senator SMITH of Maryland. Yes; I understand.

Senator GALLINGER. They built that bridge originally out of their own funds. Of course it was a land scheme in the first place, and the Chevy Chase Improvement Co., or the company called by some such name, built the bridge and put their railway on it, and unquestionably, if we have to build a bridge there, when we make the appropriation we will provide that they shall pay a certain definite proportion.

Senator SMITH of Maryland. I merely asked the question.

Senator GALLINGER. I was going to say I do not think it ought to interfere with agreeing to this proposed amendment.

Col. KUTZ. In connection with this item. I would like to call the attention of the committee to the fact that the salary of our engineer of bridges, as authorized by law, is \$2,250. We are asking a modest increase to \$2,400.

Senator OWEN. Here is the point I am making: Here is an amount of \$20,000. You say that \$10,000 of that is no longer necessary because the bridge is going to be built, and this bridge, then, instead of requiring \$20,000 requires \$10,000 for the plans, and there is a million dollars appropriated for the building of that bridge. How much of that are you going to pay to outside engineers, is what I would like to know?

Commissioner NEWMAN. The War Department is going to build that.

Senator OWEN. How much will be expended by the War Department in that respect?

Col. KUTZ. It depends on what they call on the architect to do, but I imagine possibly as much as \$10,000.

Senator OWEN. As much as \$10,000? Is that all?

Col. KUTZ. Yes.

Senator OWEN. On a \$1,000,000 construction?

Col. KUTZ. I think so. The purpose, as I understand it, is to engage a corps of men to design that bridge in the office of the local engineer officer, and to call in an architect when the engineering plans have been tentatively prepared, to dress the finished structure, and I should say that \$10,000 would be ample compensation for that kind of work.

Senator OWEN. If this jurisdiction and control over the Aqueduct Bridge should be changed under the proposed amendment, then the commissioners would build that bridge, would they not?

Col. KUTZ. No, sir; I do not think so. That was not our intention. This would merely transfer control over the existing bridge, which is known as the Aqueduct Bridge. The new bridge would be built by the War Department, and I think upon completion similar steps should be taken providing for its transfer to the commissioners, so far as maintenance and operation are concerned.

Senator OWEN. The language is, "jurisdiction over and control over the Aqueduct Bridge," etc.; and further, "and all appropriations herein made and all unexpended balances of appropriations heretofore made for said bridges shall be expended under the direction of said commissioners," and so forth.

Col. KUTZ. That was applied to the two existing bridges, but I do not think it would be applicable to the new bridge, which is authorized and not yet named.

Commissioner NEWMAN. Another thing, Senator, this thing was submitted by us last fall, and nobody knew that there was to be an appropriation. We have no intention of disturbing the status of this new act.

Senator OWEN. You ought to build it.

Senator SMITH of Maryland. This amendment here looks to me as if it gives full control over the money appropriated.

Commissioner BROWNLOW. The language of the statute authorized a new bridge to replace the Aqueduct Bridge.

Senator DILLINGHAM. Not at the same situation.

Commissioner BROWNLOW. "At or near."

Col. KUTZ. It will not interfere with the old bridge, at all.

Senator DILLINGHAM. As a matter of fact, it will be a bit lower?

Commissioner NEWMAN. I think logically, you are correct; this is a District of Columbia enterprise.

Senator SMITH of Maryland. It provides, "all appropriations herein made and all unexpended balances of appropriations heretofore made for said bridges shall be expended under the directions of said commissioners."

Commissioner BROWNLOW. That is for maintenance and operation.

Senator OWEN. On May 18 there was \$150,000 appropriated for the construction and the making of the plans, and so forth, in connection with the replacement of this bridge. I do not think that under the proper interpretation of the law these sums which have been

appropriated would be regarded as applying to some different subject matter than the Aqueduct Bridge, as it is the same thing, one replacing the other; and when this term is used "Aqueduct Bridge," I think it would only mean one bridge, and not two bridges. But at all events, even if there was some doubt about that, the language of the law should be so clear as to preclude the possibility of confusion over it.

Col. KUTZ. Yes.

Senator SMITH of Maryland. Would it not be well, if you want to manage the bridge, to state more definitely, "after the bridge is finished"?

Col. KUTZ. I think so. I do not think that any steps ought to be taken to transfer the new bridge.

Senator SMITH of Maryland. To transfer the control over the bridge after it has been built?

Col. KUTZ. But if you will insert the words, "control over the existing Aqueduct Bridge," I think this language would apply only to the two existing bridges.

Senator OWEN. I do not know what provision has been made in this bill on other points, but I understand that the War Department exercises a jurisdiction over a large part of the activities of the District.

Col. KUTZ. Yes; all the parks, except the Rock Creek Park, which is jointly controlled by the War Department and the District Commissioners.

Senator OWEN. Why should it be jointly controlled? Is that a compromise between two conflicting ambitions?

Commissioner BROWNLOW. It is the result of the wisdom of Congress. That is the only reason I know.

Senator SMITH of Maryland. Then, if I understand right, this matter should be so amended as to give them control of the present bridge and the Aqueduct Bridge after it is completed; not jurisdiction over the building or the management of the appropriations that have been made.

Commissioner NEWMAN. Yes; although the control of that bridge might very well go over until it is completed. I agree with you, Senator Owen, that logically this bridge should be built by the District government. It is a District institution. But I am much more anxious to get a bridge than I am to have any difficulty about who shall build it.

Senator OWEN. That is all right. The appropriation has been made for the bridge. We will get a bridge.

Commissioner NEWMAN. Yes.

Senator OWEN. What I want to ask you just now is, what reason there is for this confusion in the jurisdiction and the management. The War Department, I understand, has control over many things. The United States, of course, retained the control over the streets for war purposes, and the streets were laid out with these circles and triangles, etc., so as to give a convenient sweep in every direction for cannon shot.

Commissioner NEWMAN. So that they might quell disturbances.

Senator OWEN. Yes.

Commissioner NEWMAN. There has developed in the Army a bureau of parks. There is a bureau of parks which builds and maintains and polices all these different circles, triangles, and parks.

Senator OWEN. It seems to me that Congress, in the exercise of that wisdom for which we all have such a profound reverence, ought to get this matter settled for once and for all and have the administrative powers of this District in the hands of one authority instead of its being so divided up.

Commissioner NEWMAN. You are absolutely right, Senator.

Senator OWEN. Has that matter been considered by the committees as a general subject matter?

Commissioner NEWMAN. Not in recent years, I think.

Senator GALLINGER. I think you would have to revise the code to bring it about.

Senator OWEN. That would be necessary? Would not the administration be better? Senator Gallinger, you have given a great deal of attention to this. Would it not be better?

Senator GALLINGER. I agree with you that there ought to be, if possible, one authority; but whether we can bring it about or not is another question.

Senator OWEN. These commissioners are the servants of the Government anyway.

Senator GALLINGER. Certainly.

Commissioner NEWMAN. All of these bureaus are mere agencies of Congress. The Board of Commissioners is an agency of Congress. The bureau of parks and the War Department are agencies of Congress. There are two or three agencies doing one job for Congress.

Senator OWEN. I understand there are six or seven sets of book-keeping relating to the affairs of the District of Columbia. Is that true?

Commissioner NEWMAN. Yes.

Commissioner BROWNLOW. If you walk directly from here to the White House, through the Mall, by way of the Washington Monument, you will pass through five different police systems.

Senator OWEN. Do you think that is right, Senator Gallinger?

Senator GALLINGER. If it exists, it ought to be corrected.

Senator OWEN. I was just saying that I was in favor of transferring all this authority to the District commissioners.

Commissioner NEWMAN. There is nothing we would like better—to get that situation straightened out and systematized.

Senator OWEN. You say going from here to the Monument you would pass through five different jurisdictions of police?

Commissioner NEWMAN. Yes.

Senator OWEN. What are these systems of police?

Commissioner BROWNLOW. First, the Capitol police; second, the Botanical Garden police; third, the park police; fourth, the Agricultural Department police; and then, in the White House Grounds, the Metropolitan police.

Commissioner NEWMAN. Of course there are a number of other divided jurisdictions besides that of the War Department, and of course it works better than you would think it would to look at it on paper.

Senator OWEN. I should like to have you have made up for the use of this record a statement of these conflicting jurisdictions, so

that we would have a clear-cut statement of what these jurisdictions are.

(The statement referred to is as follows:)

The following memorandum is submitted showing the division of authority or jurisdiction in the District of Columbia over matters of a municipal nature, such as parks, police, bridges, water system, and others.

This statement shows only the municipal activities where jurisdiction is not placed with the commissioners, but with other agencies:

I-2. Finance offices—Sinking fund office.—The bonded debt is administered by the Treasurer of the United States, ex officio commissioner of the sinking fund of the District of Columbia. That officer pays all interest on the District 3.65 bonds, purchases bonds for investment of sinking fund appropriations, and redeems or purchases such bonds as are offered at a market rate warranting their retirement before maturity. Payments on this account are made one-half from District revenues and one-half from United States revenues.

I-4. Miscellaneous executive offices—Excise board.—All excise matters are administered by an excise board consisting of three members appointed by the President of the United States, by and with the advice and consent of the Senate. The expenses of this board are paid in like manner as other District expenses by and through the commissioners.

II-2. Militia.—The District militia or National Guard is under the command of the commanding general of the militia. This officer submits, through the commissioners, to Congress all estimates for the expenses of the militia. The disbursement of the appropriations made therefor are made by the disbursing officer of the militia, on vouchers approved by the commanding general of the militia. The regular appropriation for this purpose in the District of Columbia act for 1916 is \$79,664.

IV-4. Bridges.—The control of all bridges, with the exception of the Highway Bridge across the Potomac River and the piers of the Aqueduct Bridge, is vested in the Commissioners of the District of Columbia. The Aqueduct Bridge is subject to a dual control, the War Department having jurisdiction over the piers and the commissioners having jurisdiction over the superstructure. It is presumed that the control of the Highway Bridge is vested in the War Department for the reason that said bridge is adjacent Potomac Park, and the War Department has jurisdiction over the public parks of the District, including the Potomac Park. The annual appropriations for the Highway Bridge, for maintenance, etc., and appropriations made for repairs to the Aqueduct Bridge piers are expended under the direction and control of the War Department. The appropriation for the maintenance of the Highway Bridge for 1916 is \$16,000.

V-1. Board of Charities.—This board was established by the act of June 6, 1900 (31 Stat., 664), and consists of five members, residents of the District, appointed by the President, by and with the advice and consent of the Senate, for a term of three years. It is given general supervisory powers over all institutions, societies, or associations of a charitable, eleemosynary, correctional, or reformatory character which are supported in whole or in part by appropriations made by Congress. These appropriations are expended under the jurisdiction of the Commissioners of the District of Columbia.

V-4. Board of Children's Guardians.—This board was established by the act of July 26, 1892 (27 Stat., 268). It is composed of nine members appointed by the judges of the criminal and police courts of the District of Columbia, and possesses powers usually possessed by such boards. It acts as legal guardian and cares for all children committed to it by the courts. The appropriations for this board are expended through the commissioners.

V-4. National Training School for Girls.—This institution cares for delinquent girls committed to it by the courts. It is managed by a board of trustees, and its affairs conducted independently of the commissioners; all expenditures being made by its treasurer. Practically all of the inmates are received from the District of Columbia. The expenses of the institution are paid from appropriations, half and half, United States and District of Columbia; the amount of the appropriation for 1916 being \$25,600.

V-8. Support of convicts.—Appropriations made jointly from District of Columbia and United States revenues for the support of District convicts sent to the Federal penitentiaries are expended under the direction of the Attorney General of the United States. If the proposed legislation be enacted authorizing the sending of these convicts to the District reformatory, then payments will

be made to that institution instead of to the several penitentiaries for the maintenance of the convicts there committed. The regular appropriations for this service amount to about \$90,000.

VI-1. *Public works.*—The control of the public schools is placed by the act of June 20, 1906, under a board of education, appointed by the judges of the Supreme Court, District of Columbia. It directs the general administration and has jurisdiction in all questions of general policy relating to the schools, appoints officers and teachers, and directs school expenditures. The law further provides, however, that all expenditures of public funds for school purposes shall be made and accounted for as now provided by law under the direction and control of the Commissioners of the District of Columbia.

VI. *Public Libraries.*—The District of Columbia Public Library was established under the act of June 3, 1896 (29 Stat., 244) and is in charge of a board of library trustees, composed of nine members appointed by the Commissioners of the District of Columbia. The board is given power to make all necessary rules needed for the administration of the library's affairs. The appropriations therefor are expended through the commissioners.

VII-1. *Parks.*—In general the park system of the District is under the direction and control of the Chief of Engineers of the United States Army, with the exception of the Rock Creek, under the board of control of Rock Creek Park, and the National Zoological Park under the Board of Regents, Smithsonian Institution. The cost of care and improvements of all parks is paid one-half by the United States and one-half by the District of Columbia; the appropriations for care and improvement generally being paid under direction of the Secretary of War, the expenses of the Zoo Park being paid by disbursing agent of the Smithsonian Institution. The park employees, also park police, are under the direction of the United States Superintendent of Public Buildings and Grounds.

IX. *Water Supply System.*—*Washington Aqueduct and Filtration Plant.*—The aqueduct system is under the direction and control of the Chief of Engineers of the United States Army. The water-distribution system is under the direction of the Commissioners of the District of Columbia. The supply system has to do with bringing the water into the city; while the distribution system has to do with the laying of mains, etc., for distribution of water to the various public buildings and to the citizens' residences, business houses, etc.

The expenses of the aqueduct system (water supply) are paid from appropriations, half and half, United States and District of Columbia, under the jurisdiction of the Secretary of War.

The expenses for water distribution are paid wholly from the water fund, made up of water rents and collections, through the commissioners.

A. TWEEDALE,
Auditor, District of Columbia.

Senator OWEN. I should also like to know under what heads the accounts of this District are kept. I understand there are five different bookkeeping systems.

Commissioner NEWMAN. At least.

Senator OWEN. And the statement of accounts, or the balancing of accounts, would be impossible.

Commissioner NEWMAN. I shall be glad to get that for you.

Senator OWEN. Do you not think we ought to have that information, Mr. Chairman?

Senator SMITH of Maryland. Yes.

(The information requested is as follows:)

The following memorandum is submitted in response to request for information showing the separation of accounts dealing with the District of Columbia in the Treasury of the United States. This information is submitted in regard to two matters: (1) How District revenues and appropriations are treated on the Treasury books; and (2) how the account between the United States and the District of Columbia is stated and kept on the Treasury books.

First, as to revenues: All moneys deposited by the collector of taxes or other officers with the Treasurer of the United States, on account of tax collections, etc., are covered into the Treasury as receipts of the United States, and appear in the annual statement or report of the Treasurer to Congress. The report

for the fiscal year ended June 30, 1915, is contained in Document No. 2756, Treasury Department., entitled, "Combined statement of the receipts and disbursements, balances, etc., of the United States," on page 20, as follows:

District of Columbia:

From revenues of the District of Columbia, as follows—

| | |
|---|-------------------|
| General fund..... | \$8, 028, 627. 47 |
| Escheated estates relief fund..... | 93. 25 |
| Industrial Home School fund..... | 4, 083. 78 |
| Industrial Home School for Colored Children fund..... | 260. 99 |
| Water fund..... | 715, 462. 12 |

Total..... 8, 748, 527. 61

From trust funds—

| | |
|--|---------------|
| Firemen's relief fund..... | \$39, 338. 31 |
| Guaranty fund..... | 34. 68 |
| Miscellaneous trust fund deposits..... | 509, 411. 67 |
| Permit fund..... | 23, 588. 70 |
| Police relief fund..... | 82, 415. 47 |
| Surplus fund..... | 15. 00 |
| Washington redemption fund..... | 132, 388. 41 |

Total funds..... 787, 192. 24

Total receipts under caption District of Columbia..... 9, 535, 719. 85

Appropriations made by Congress for the District of Columbia, including both those payable wholly from District revenues and those payable jointly by the United States and the District of Columbia, are made in three principal bills—the District bill, the sundry civil bill, and the legislative, executive, and judicial bill. At times District appropriations appear in sundry bills; for instance, the public buildings bill, the Army bill, and others. In the Treasury Department these appropriations appear on some five different ledgers—the District of Columbia ledger, the Judiciary ledger, the War ledger, the Interior Department ledger, the miscellaneous civil ledger. At no one place are all District appropriations brought together, except at the close of the year, when the Auditor for the State and Other Departments makes an abstract from all of the various ledgers where he finds District appropriations, so that he may state the account between the District and the United States, by setting up on one side the amount of moneys deposited by the District during the year, and on the other side the amount chargeable to the District for advances under the several appropriations spread all over the Treasury Department's books. The auditor of the District has consistently urged from year to year that all appropriations of all kinds whatsoever for the expenses of the government of the District of Columbia be included in the regular annual District of Columbia appropriation bill, so that the several items might appear in one ledger in the Treasury, and also for the reason that Congress, knowing the total of this one bill, would have before it in plain figures the amount required for the expenses of the District for a year. To-day in order to ascertain the appropriation cost of maintenance of the local government, it is necessary to hunt through at least three bills, and often more if items are appropriated in minor bills in addition to the regular supply bills.

It is only by reason of the excellence of the bookkeeping and accounting system in the District of Columbia's auditor's office that the omission of items is avoided in the stating of the annual account between the District and the United States Treasury, for the reason that, notwithstanding the efficiency of the Treasury accounting force, the system of appropriation and accounting—in sundry instead of one ledger—is bad in principle and liable to error, for the reason that there is no central accounting control, in so far as the matter of District appropriations on the Treasury books is concerned.

All District of Columbia appropriations should appear in one bill—the regular District appropriation bill. The accounting for such appropriation would then appear on one ledger in the Treasury Department—the District ledger.

At the close of each fiscal year the Auditor for the State and Other Departments goes through the sundry ledgers in the warrant division of the Treasury Department and picks out the several charges against the District on account of appropriations appearing on the several books; against the sum so found he places the amount of revenues deposited by the District; the difference between the two, taking into consideration the balances brought forward from the prior

year, is the amount due to the District from the United States or by the District to the United States, as the case may be. The balance so found is then entered on the personal ledger of the Treasury Department having to do with accounts of Government fiscal officers.

Some time ago an effort was made to have an account opened on the Treasury books in the name of the District of Columbia, said account to be credited with all revenues deposited and charged for all advances account appropriations, but the then comptroller refused to have this done, stating, in substance, that inasmuch as all moneys deposited by the District were "United States" moneys, there was no need to open such account.

A. TWEEDALE,
Auditor District of Columbia.

Senator GALLINGER. Mr. Commissioner, you spoke of the Agricultural Department police. What did you mean by that? Does the Agricultural Department appoint policemen?

Commissioner BROWNLOW. The Agricultural Department grounds, which are not properly a part of the park system, are policed by the policemen of the Agricultural Department. They have police authority from the commissioners. But they are a separate force, and our men do not go in there, and their police are entirely separate.

Senator GALLINGER. Do you not think the Metropolitan police could go in there and make an arrest?

Commissioner BROWNLOW. Undoubtedly; as a matter of practice, although the Metropolitan police have strictly no responsibility for patrolling those grounds.

Senator GALLINGER. You spoke of the Botanic Garden police. Do they have police? They have watchmen.

Commissioner BROWNLOW. I know; but they have police authority, and our men do not go in there.

Senator GALLINGER. They could go in there, of course.

Senator OWEN. I think that could easily be corrected by giving the Metropolitan police authority to serve their warrants in every part of the District of Columbia.

Commissioner BROWNLOW. I believe they have that, under the law making these jurisdiction coextensive with the District of Columbia.

Senator DILLINGHAM. I am very sure they have.

Senator GALLINGER. Then they have no authority to serve warrants in the District of Columbia, everywhere?

Commissioner BROWNLOW. Yes; and I will have to see that they know it.

Senator GALLINGER. I have always supposed they had it.

Senator OWEN. They have it by amendment or by general provision?

Commissioner BROWNLOW. By general provision.

Commissioner NEWMAN. That causes administrative confusion. For instance, I was down in Potomac Park last summer and at the lower end of the peninsula one road goes way down to the point and comes up on the other side, and another road, which has a macadam road, made a turn inside of the one that went to the point. It was a very hot night, and there were hundreds of motor cars down there, and the road that went up the other side of the peninsula was cut off, and the cars went around the point down there on both curves and piled up at this barrier, and they all had to turn around and go back. It would take one car about two minutes to back and turn around and come out, and during that time the cars behind kept on coming down and piling up until there were 40 or 50 cars

piled in behind there. The result was that that whole road was in a condition that was dangerous, and it was at least very unpleasant to the public.

As soon as I got out of the confusion myself I went to find a patrol box and called up the third precinct station and told them about it and asked them to send a man down to meet me, and they said that they would meet me at the entrance to the park. I met the man and said, "You had better go down there and straighten that out." Well, he did not refuse to go, but I saw right away that he was very reluctant to go in the park at all, and finally I said, "What is the matter? Why do you hesitate?" He said, "They do not like to have us go in there. I would a good deal rather you would take this up with the park police." I said, "You take it up with them, then." Then I saw him afterwards, for his report on it. It took him about 10 or 15 minutes to find an officer of the park police, and finally they got down there and got the thing straightened out. That was an illustration, in a little thing, of the confusion of administration.

Senator SMITH of Maryland. Did you not have authority to do that under the law?

Commissioner NEWMAN. It seems that we had.

Senator SMITH of Maryland. You did have authority to do it.

Commissioner NEWMAN. It seems, as a matter of exchange of courtesy between executive officers who have different jurisdictions, he would not go in there without the approval and knowledge of the administrative officer in charge of that section.

Senator SMITH of Maryland. Even if they do not demur.

Commissioner NEWMAN. Because they do demur.

Senator SMITH of Maryland. In the end the authority is in the District Commissioners to act in the matter, is it not?

Commissioner BROWNLOW. Evidently.

(At 12 o'clock m. the subcommittee took a recess until 2.30 o'clock p. m.)

AFTERNOON SESSION.

The committee met, pursuant to the taking of the recess, at 2.30 o'clock p. m.

STATEMENTS OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA—Continued.

Senator SMITH of Maryland. I think we were talking about the amounts for preparing plans and specifications for a bridge to take the place of the Calvert Street Bridge across Rock Creek when we adjourned. Have the commissioners anything further to say in regard to that matter than what has already been said?

SEWERS.

Col. Kurtz. No, sir. The next thing is, at the bottom of page 31, sewers. We ask for a very considerable increase over the amount appropriated last year. We presented to the House the details making up the estimates, and every item in the detailed estimates appealed to the commissioners as being a necessary expenditure, one

that should be made at this time. The suburbs of the District particularly are growing very rapidly, and it is desirable that our sewer system keep pace with the building development. While the estimates do appear large in comparison with the amounts appropriated last year, we feel that there is reason for every item, and we would like to ask some consideration of increasing the amounts allowed by the House.

Senator SMITH of Maryland. I notice you fix a sum—an odd amount—\$107,000. How do you arrive at that—by any definite estimates of the cost?

Col. KUTZ. Yes, sir; that is made up of detailed estimates that were submitted to the House committee.

Senator DILLINGHAM. You are speaking now, Colonel, of suburban sewers, are you not?

Col. KUTZ. The first item I refer to is main and pipe sewers.

Senator SMITH of Maryland. I understand it is for main and pipe sewers.

Col. KUTZ. This item has been divided up into several sections, the first of which is the reconstruction of old and defective main sewers, for which we asked \$15,000.

Senator DILLINGHAM. You made a full statement to the House committee, I see.

Col. KUTZ. Yes, sir.

Commissioner BROWNLOW. That is on page 144 of the House hearings.

Senator DILLINGHAM. Can the public health be maintained unless you have ample appropriations?

Senator CURTIS. I should think they needed appropriations for sewers about as badly as anything.

Col. KUTZ. I believe that the investment in sewers is a very good investment, and I believe it pays to be in advance of the building development, or at least keep pace with it. The item "Main and pipe sewers" refers to the city proper and not to the suburbs, and a large part of that item is for the replacing of certain parts of the sewer system that are over 40 years old—that were put in in the days of the board of public works—in which lime mortar was used in the brick, and we have cases of the roofs of such sewers caving in and disintegrating. We have to replace them gradually. This year we believe there are a good many such sewers that ought to be replaced.

Senator CURTIS. You think you need that \$170,000?

Col. KUTZ. Yes, sir; I believe that the estimates were conservatively made.

Senator DILLINGHAM. I see that for suburban sewers you asked \$233,000 and the House gave you \$178,000.

Col. KUTZ. Yes; the amount appropriated last year was \$160,000. They increased it about 10 per cent. We are constantly being petitioned by the residents of the suburbs for some means of inclosing the storm water which now flows over private lots, and this item contemplates a number of extensions of our trunk sewers into the suburban area to take the place of the existing streams that flow over land that has actually been subdivided into lots. There is naturally an objection on the part of the owners of such lands to the flow of the storm water over them.

There is only one other item under the head of the sewer department that I would like to refer to, and that is the item for the purchase of lands for sewer-treatment works on the Potomac River near the Home for the Aged and Infirm, an item of \$30,000. Our sewage now is discharged into the Potomac River at this point without any treatment, and while the volume of flow in the Potomac is relatively large, and the sewage is diluted, still the amount of sewage is constantly increasing, and in our efforts to look ahead we foresee the time when Washington will be called upon to treat its sewage before it is turned into the Potomac, and it is with that in view that we are asking that preliminary steps be taken at this time by the acquisition of certain additional land adjoining the reservation of the Home for the Aged and Infirm.

Senator SMITH of Maryland. Are there not complaints being made by people who are there on the Potomac, or further down, in regard to the pollution of the waters; by the State of Virginia and the State of Maryland both?

Col. KUTZ. I think so. Those complaints have not been addressed to the commissioners, but to the Public Health Service, and the Public Health Service has been making an exhaustive investigation to determine just what the pollution of the Potomac is, and our superintendent of sewers is working with the Public Health Service. It is based on the investigations of the Public Health Service that we foresee the need for sewage-treatment works at some time in the near future.

Senator SMITH of Maryland. This has been asked in conjunction with the views of the Public Health Service?

Col. KUTZ. Yes. Our idea is to take this step by step; buy the land now while we feel the land can be acquired at relatively low cost, and then next year or the year after we will ask for the next step so as to spread the cost over a number of years.

Senator GALLINGER. How much land do you propose to buy?

Col. KUTZ. Seventy-eight acres.

Senator GALLINGER. The Government owns now something over 100 acres, does it not? The exact number of acres I have forgotten. Perhaps it is more than that.

Col. KUTZ. We have several things in mind in connection with the acquisition of this property. One is this sewage-treatment plant, and the other is the establishment at that point of a municipal garbage reduction plant, an item which is included in the estimates, and by the acquisition of the land herein proposed we will have sufficient for all three purposes. It will then be divided into three parts. The assessed value of this land is \$150 per acre, the total value of the land being \$11,688, and the improvements, \$3,300, a total assessed value of \$15,000.

In asking for \$30,000 we assume that buying it by condemnation we will probably have to pay about twice the assessed value. As to the garbage plant, an investigation has been made, under an appropriation of \$7,500 for plans and specifications. A recommendation was made that the work be done by the municipality rather than by contract, that the reduction process rather than the incineration process be adopted in the disposal of garbage; that the refuse and ashes be disposed of separately from the garbage, and that the garbage reduction plant be established in the vicinity of the Home for

the Aged and Infirm. The report was accompanied by plans and specifications and estimates of cost. We included such an item in our estimates, and also embodied it in a special bill which was presented in the House and discussed before the House District Committee. I think that it has not yet reported on that proposed legislation.

Senator GALLINGER. The proposed purchase is to embrace how large an area?

Col. KUTZ. Seventy-eight acres.

Senator GALLINGER. Would you not better in this amendment include the proposition for a garbage plant and for the purchase of land for sewage-treatment works, that might or might not appeal to the other House—garbage disposal?

Col. KUTZ. As a matter of fact, the site selected for the garbage-disposal plant, which will take up very little room, is on property already owned by the Government, and no part of this 78 acres would actually be necessary for that.

Senator GALLINGER. Did I understand you correctly to say that the sewage now reaches the Potomac River at this point?

Col. KUTZ. Yes; practically at that point.

Senator GALLINGER. What does sewage treatment consist of? What is the modus operandi for treating sewage before you let it enter the river?

Col. KUTZ. There are a number of systems in use. The Imhoff septic tank I think is generally accepted as the best process, and our study so far has led us to believe that that probably would be the best system here. In the course of several years it will probably be modified in some respects.

Senator GALLINGER. I think you had better put in the area which you propose to purchase.

Senator SMITH of Maryland. Not less than 78 acres? There is that much in this property, is there?

Col. KUTZ. 77.78 acres is the exact figure.

Senator SMITH of Maryland. You had better put it at 75 acres, then.

Col. KUTZ. Yes.

Commissioner BROWNLOW. Not less than 75 acres.

Senator GALLINGER. Let that go in before the appropriation.

Senator LEA. That brings us to the garbage plant, does it not?

Commissioner BROWNLOW. That comes on later on in the bill.

Senator GALLINGER. Referring to the item concerning sewers, as the commissioners will remember, I have always been an advocate of very liberal appropriations for sewers, and I feel sure that the committee will doubtless give that very careful consideration.

Senator CURTIS. I think it should.

Senator GALLINGER. What have you gentlemen got to say about the increase of \$20,000 as adopted by the House which would provide increased compensation to the laborers engaged in street-cleaning work?

Col. KUTZ. Our recommendation was that the pay of the street-cleaning laborers, which is now \$1.50 a day, be increased to \$1.75, and that the pay of drivers, which is \$1.75 a day, be increased to \$2 a day, and our estimate is based on that assumption. That makes the item \$322,000.

Commissioner BROWNLOW. Our estimate was \$322,000. It would require \$322,000 to increase those laborers to \$1.75 a day.

Senator CURTIS. And if you do not increase the appropriation, and that item stays in there, there will be a deficiency?

Commissioner BROWNLOW. There will be a deficit. We will be able to do less work on the streets; and if you made the increase to \$2 a day the appropriation would have to be increased not only beyond the amount allowed by the House but beyond the \$322,000 which we estimated.

Col. KUTZ. I think that increase of 25 cents a day is justified, though. We have no difficulty in filling the places of men at \$1.50 a day. We always have a waiting list, and we always get the pick of the men who are here in town.

Senator SMITH of Maryland. How many hours do they work now?

Col. KUTZ. Eight hours.

Senator SMITH of Maryland. And you get all the men you want?

Col. KUTZ. Yes, sir; but we believe that due to the increased cost of living there ought to be some increase over the \$1.50 a day.

Commissioner NEWMAN. Speaking for myself, I would favor the House provision.

Senator GALLINGER. I remember that at a former hearing the commissioners, or some one representing the commissioners, suggested that there was a very poor quality of service on the part of the ordinary laborer in the District of Columbia; that he was not a very intelligent public servant; and that from the adjoining States he was led to Washington as a sort of a haven of rest, and would accept employment at a very much lower rate than was ordinarily paid, and that the services of these people really were not worth any more than was being paid at that time.

Col. KUTZ. There is one effect that a \$2-a-day provision will have, and that is this, that there will be a diminution of the hand work in cleaning the streets, and an increase in the machine work, because if we have to pay \$2 a day for street-cleaning labor, we can beat the cost a great deal by using machine sweepers, and the practical effect of an increase of pay to \$2 a day will be a decrease in employees.

Senator GALLINGER. Will that be any detriment to the interests of the District?

Col. KUTZ. I do not know that it would, except that the advantage of the hand sweepers is this, that you can have them get around more frequently and take up the worst of the dirt, whereas if you use the machine street sweepers there is a considerable period of time between the different visits of the machines, and I think that at times the streets will look worse than they do with the hand sweepers.

Senator DILLINGHAM. There will not be so much labor employed under the new provision as under the old?

Col. KUTZ. There will be a tendency to employ machines instead of men.

Commissioner NEWMAN. There might not be a reduction in one year as compared with another, because the area of cleaning would be increased all the time. There might be a relative reduction rather than an absolute reduction.

Senator CURTIS. I do not believe you ought to ask them to work for less than \$2 a day the way everything is costing now.

Col. KUTZ. The only thing is that contractors and people in commercial life pay \$1.50 to \$1.75 a day.

Senator CURTIS. You are raising the price of the wage?

Commissioner NEWMAN. My personal feeling is that with the class of work of this character it is not necessarily proper to determine the compensation by the law of supply and demand. We can get plenty of people to work for \$1.50 a day, because there is a large laboring population here and very little for them to do. The question in my mind is the moral example of the Government paying such a small wage. I prefer to see the wages of the class based on the—

Senator DILLINGHAM. You are putting up the price at which one class shall be paid, and leaving out all the rest.

Commissioner NEWMAN. This class of labor is one to which I think the minimum-wage theory should apply rather than the law of supply and demand.

Commissioner BROWNLOW. We have stenographers who work for less than \$2 a day.

Senator CURTIS. You do?

Commissioner BROWNLOW. Yes, sir; \$50 a month.

Senator CURTIS. \$2 a day is about \$60 a month.

Commissioner BROWNLOW. It is about \$50 a month.

Senator CURTIS. We will think it over.

DISPOSAL OF CITY REFUSE.

Col. KUTZ. This item of legislation I do not care to—

Senator GALLINGER. It looks like Government ownership, what I have read of it.

Col. KUTZ. The purpose of it is this, Senator, that in case a contractor for municipal waste removal should fail and Congress was not in session, we would have only the limited sum appropriated for the contract to use for collection and disposal, and this legislation was to make it possible to take over the plant of a failing contractor and carry out his contract. But it is only to cover a contingency which is now remote, but which at the time this legislation was written was imminent.

Senator LEA. Are not such contractors bonded?

Col. KUTZ. Yes, they have a bond; but the bonding company might not be able to continue the service, and we might have to go into court to compel them to make up the difference in cost, and in the meantime the garbage ought to be collected frequently; that is, there ought not to be any interruption in the service.

Senator LEA. If you have a solvent bond, I should think you could have the contract carried out without interruption.

Senator CURTIS. You could surely have people go in and do the work for you, if you paid for it.

Col. KUTZ. There would be nobody else with facilities to dispose of the collections.

Commissioner BROWNLOW. A large part of the cost is paid by the sale of the products of the reduction. The contract we have with the man who does the work provides in the event of his failure—if for any of the reasons set forth in the contract the contract is an—

nulled—the plant is turned over to us; the commissioners may take possession of his plant.

Senator CURTIS. You have that in your contract?

Commissioner NEWMAN. We have that in our contract with him; but even though that happened, and we took the plant over, we could operate it only with the balance of the appropriation for collection; but we would have no authority to sell the product.

Col. KUTZ. And even if we sold it, the money would go into the Treasury and would not be available for our use.

Commissioner BROWNLOW. It would not be available for this use.

Col. KUTZ. After the garbage is once collected it has a value. The collection is what takes the money.

Senator SMITH of Maryland. The money received for the garbage is a part of the money that would be used for carrying out the contract.

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. The private contractor would have that money to use, but you could not have that as District Commissioners, because the money would go back into the Treasury of the United States?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. And there would not be a sufficient amount to carry it on?

Commissioner NEWMAN. No, sir.

Col. KUTZ. On the last line of page 33 the commissioners submitted an estimate for this disposal service of \$191,620, and the House allowed \$179,945, the same amount that was appropriated last year, but we had to get a deficiency of \$8,823. The estimate of the commissioners was based on existing contract prices for the removal of garbage, ashes, miscellaneous refuse, night soil, and dead animals, together with necessary funds for inspection, and an item of \$1,600 for fencing public dumps. In this estimate the contract price for the disposal of ashes was \$69,000, which is the contract price for the present fiscal year. For the ensuing fiscal year, however, bids have recently been received and contract let for this service at the rate of \$60,000 per annum, so that the estimate of the commissioners should be reduced from \$191,620 to \$182,620. The amount allowed by the House of \$179,945 is therefore not sufficient to meet the contractual obligations and other expenses by \$2,675.

Senator GALLINGER. The second paragraph on the slip relates to the construction of the plant for the disposal of the city refuse.

Col. KUTZ. Yes.

Senator GALLINGER. You said a moment ago that that was to be placed on Government land adjoining the Home for the Aged and Infirm, I think, did you not?

Col. KUTZ. Yes.

Senator GALLINGER. Then why have you the phraseology here "acquire by purchase or condemnation a site or sites, and to use any land belonging to the District of Columbia," etc.?

Col. KUTZ. There are two transfer stations contemplated, and also land for the disposal of miscellaneous refuse, and the establishment of a pickery where the miscellaneous refuse will be culled over and the valuable parts picked out and sorted and sold; so that there are several sites to be purchased, but not a site for the reduction

plant itself. Mr. Osborn, who established quite a reputation for himself as an expert in the disposal of municipal refuse, made and submitted a very complete report concerning the District of Columbia, and he made tentative estimates on, or considered, at least, 17 different projects and combinations of projects for the disposal of refuse, and he finally comes down in his analysis to three, and in the end selects of those three the one that is described by this appropriation bill. It provides for the disposal of garbage by the reduction process, and the disposal of municipal refuse in the usual manner by sorting, picking, and selling the valuable parts and by the dumping of ashes in low areas. The estimates that the per capita cost of this municipal plant will be about 35 cents, as against 54 cents that we are paying for the service by a contract, and we believe that in addition the municipal service will be a better service than the contract service. The total estimated cost of the installation, including buildings, reduction plant, and collecting equipment, will be something like \$800,000, of which we ask \$300,000 in this bill.

Senator GALLINGER. \$885,000 is the figure given here.

Col. KUTZ. Yes, \$885,000. The reason why we think it is advisable to get an initial appropriation at this time is that the present garbage-reduction contract extends over a period of three years and expires in 1918, June 30. If this appropriation is made it will give us only two years to install our own reduction plant, and it could hardly be done in a less period of time; so that if we fail to get authority for this plant this year, it means that at the expiration of this contract in 1918 a new contract will have to be made, and it can not be made on advantageous terms for a less period than three years. In fact, if it is to be done by contract it ought to be for a longer period, because the contractor must necessarily absorb in his price the initial cost of his plant. He has no assurance that his contract will be renewed. It has been intimated that the present contractor may not bid at the expiration of his contract, and if a new man comes in he will include in his price, necessarily, the cost of such plant as he may require.

Senator LEA. What will be the cost of operating this plant if it is constructed?

Col. KUTZ. I have just sent for the report. I can tell you in general terms that if the present appropriation is continued we will be able to operate this plant and amortize the value of the new plant in from 15 to 20 years, without any increase in the annual appropriation.

Senator GALLINGER. What is the amount of the present contract?

Col. KUTZ. The total is \$188,000 for that service.

Senator GALLINGER. If you got an appropriation for the sewage-disposal plant and the other one also, would the purpose be to go on and establish both of them at once, or in conjunction one with the other?

Col. KUTZ. No, sir; they would have no relation to each other.

Senator GALLINGER. I meant the construction and the operating.

Col. KUTZ. It is the expectation that the garbage-disposal plant will be built first. We would like to build that in the next two years.

Senator GALLINGER. Did you get any encouragement from the other body when you suggested this to the committee?

Col. KUTZ. I think they are favorably disposed.

Senator GALLINGER. It is a very necessary thing.

Senator SMITH of Maryland. We thought that some years ago.

Senator GALLINGER. Yes; and it grows year by year.

Senator LEA. That was not the attitude of the House committee last year, as I understand it. They were rather unfriendly to it.

Senator GALLINGER. I think we understand that.

PARKING COMMISSION.

Col. KUTZ. On the top of page 34 the commissioners estimated for \$60,000 for the parking commission as against \$45,000 appropriated and available this year. The House allowed \$50,000. The principal work of the parking commission is in the care of the trees of the District of Columbia, of which there are over 100,000, and in the replacement annually of about 2,000 trees. Some of the trees planted a number of years ago, the Carolina poplars and the sugar maples, are not doing well, and must gradually be replaced by hardier and more permanent trees. In connection with this replanting and with the necessary spraying which we must do several times a year, we find we have very little left for the trimming of the trees. A great many of the trees ought to be cared for in that manner, and we are very anxious to go ahead on a larger scale in connection with our tree planting work. We believe that trees are one of the big assets of the District, and should not be allowed to lag behind.

Senator GALLINGER. It has seemed to me that the trees of Washington were never so thriving and beautiful as they have been this year. I may be wrong about it. It looks to me as if they could not well be improved upon.

Col. KUTZ. We have a great many demands for trees in suburbs that we are unable to meet, and we want to provide for the future. It takes years for the young trees to mature.

Senator GALLINGER. You have nurseries, do you not?

Col. KUTZ. Yes; we have our own nurseries. We do not buy any trees at all. I think that the District is very fortunate in having a man at the head of that commission who is not only experienced but devoted to the service, and he has been very successful with the trees.

Senator GALLINGER. Yes.

Col. KUTZ. If there is no objection I will be glad to insert in the record the commissioners' report relative to the collection of garbage and ashes.

Senator LEA. Do you think it is necessary to insert that, as we have a copy of these hearings?

Col. KUTZ. My suggestion was just to insert two pages, the letter of transmittal.

Senator LEA. If there is no objection, then, that will be done.

Senator GALLINGER. Then, of course, you would like your entire estimate for the parking commission; but if you could not get that you would like a little advance over that what the House has allowed?

Col. KUTZ. Yes.

(The report referred to is as follows:)

DISPOSAL OF GARBAGE IN THE DISTRICT OF COLUMBIA.

OFFICE OF COMMISSIONERS DISTRICT OF COLUMBIA,

Washington, February 4, 1916.

Hon. CHAMP CLARK,

Speaker of the House of Representatives.

DEAR SIR: The act of Congress making appropriations to provide for the expenses of the government of the District of Columbia for the fiscal year ending June 30, 1915, and for other purposes, approved July 21, 1914, contained the following item:

"For the purposes of investigating and reporting upon the collection and disposal of garbage and other city waste originating in the District of Columbia, including the preparation of plans and specifications for the construction of disposal plants, the necessary accessories, and the employment of personal services, and such other incidental expenses as may be necessary to carry out the purposes of this appropriation, \$7,500: *Provided*, That this sum shall not be available for the payment of traveling or subsistence expenses."

Under the authority of this appropriation, the Commissioners of the District of Columbia, on October 19, 1914, entered into a contract with Irwin S. Osborn, of Columbus, Ohio, who is a recognized expert in such matters, to make the investigation and report therein contemplated, in consideration of the payment to him of the full amount of the appropriation.

Mr. Osborn's report, accompanied by illustrations, plans, and specifications, was made to the commissioners under date of October 1, 1915, and the commissioners have the honor to forward the report to you with the following comments, and with the request that the report be printed as a House document.

It is believed that this report will be valuable not only as affecting the problem of the collection and disposal of municipal waste in the District of Columbia, but will also be of interest to other cities having similar problems. For this reason it is requested that as large an edition of the report as practicable be printed for general distribution.

Municipal wastes accumulating in the District of Columbia consist of garbage, ashes, miscellaneous refuse, night soil, and dead animals. The collection and disposal of these wastes is now being accomplished by contract, there being separate contracts for each class of refuse. These contracts expire June 30, 1918, except the contract for the collection and disposal of ashes, which expires June 30, 1916.

Mr. Osborn has considered 17 projects, which by a process of elimination he reduced to 3, which are given in detail in his report and designated as projects A, B, and C.

Project A contemplates that all work be done by the municipality. The garbage and rubbish to be collected together; the other wastes separately, as at present, but with improved apparatus. Disposal of all waste collected except 80 per cent of the ashes and the larger dead animals to be by incineration in three destructor plants. Ashes not needed for operation of destructor plants to be used for filling low ground. Larger dead animals to be disposed of in private plant or by incineration.

Project B likewise contemplates that all work be done by the municipality. All wastes to be collected separately, as at present, but with improved apparatus. The garbage and dead animals to be reclaimed as grease and fertilizer in reduction works. The rubbish to be sorted for salable materials and the residue burned in a utilization and incineration plant. The ashes to be used for filling low ground. The night soil to be sterilized and disposed of by contract until such time as the regular sewage-disposal system can dispose of this material.

Project C provides practically the same treatment of the wastes as project B but by contract rather than municipal operation. This project differs from the system now in operation only in that modern equipment and improved apparatus is considered.

Mr. Osborn recommends the adoption of project B. Under this project he estimates the capital cost of \$885,900; the total annual cost of collection and disposal of all classes of refuse at \$438,880, including collection cost, disposal cost, an allowance of 3½ per cent on the capital cost, and an allowance for depreciation; the annual revenue from utilization of by-products and reclaimed material at \$301,172; making a net annual cost of \$137,658, or an annual per

capita cost, based on an estimated population of 412,000 for the year 1925, of 33.4 cents.

The estimate for project A shows a capital cost of \$833,200 and a net annual cost of \$280,306, which, at an estimated population of 412,000 in 1925, gives a per capita cost of 68 cents. Project C shows an estimated capital cost of \$544,700 and a net annual cost of \$218,973, or 53 cents per capita. The present per capita cost is 53 cents, based on the estimated present population of 359,000.

The commissioners concur in the conclusion reached by Mr. Osborn, that it would be advisable for the municipality to collect and dispose of all municipal wastes as described under project B, and in their estimates to Congress for the fiscal year 1917 they have included an item providing for the adoption of this project at a total estimated capital cost of \$885,900 and an appropriation of \$300,000 to be available for construction during that fiscal year. This will leave an estimated balance of \$585,900 to be made available for construction in the fiscal year 1918.

Mr. Osborn states in his report that it will require two years for the construction of the contemplated disposal plants, so that the initial appropriation requested for construction will have to be made for the fiscal year 1917 if the municipality is to take over the work when the present contracts expire on June 30, 1918. If the plants are not completed before this date, new contracts will have to be made which, if entered into for economical periods, will delay the adoption of the recommended project for three or five years longer.

The estimates for the fiscal year 1917 also include an item of \$191,620 to cover the cost of collection and disposal of municipal refuse by contract during that year. A like amount will have to be provided for the fiscal year 1918 to cover the same items. For the fiscal years considered in the report, the average estimated amount for municipal operation, as contemplated under project B, will be \$137,658. Mr. Osborn points out the effect of this saving in his recommendation of project B, as follows:

"The net annual cost to the District in 1925, as estimated for the recommended projects, amounts to \$137,658, including interest and depreciation. The amount required to collect and dispose of municipal waste by present contracts is \$191,620 per year. Assuming that the cost by contract under present conditions will not increase, there would be a saving of \$53,962 per year if the work was done by the District at the estimated cost for 1925. If this amount was set aside as a sinking fund each year with interest at 3½ per cent, it would only require approximately 13 years to amortize the total capital investment of \$885,900, so that after this period not only would the capital investment be paid off but the District would own the plants in practically as good condition as when new."

Respectfully,

BOARD OF COMMISSIONERS DISTRICT OF COLUMBIA,
By O. P. NEWMAN, *President*.

Senator LEA. What is the next item?

BATHING BEACH.

Commissioner NEWMAN. The next item is the bathing beach. There are two points only that I would like to make in that department. We have made an estimate for two watchmen, instead of one, and the House committee inserted the two, but the extra one that we asked for was stricken out in the House on the floor on a point of order. We would like to have that restored. It is necessary to have two watchmen there—one for the daytime and one for the night—12 months in the year; and, as a matter of fact, we do have two, but one of them is paid on a per diem basis and, of course, does not get any leave unless he takes it without pay, and we feel that those positions are just as essential as those of watchmen for buildings anywhere. There is no reason why they should not both be paid annual salaries.

We estimated also an increase for this watchman from \$480 to \$600 per annum. For two or three years we have been endeavoring to have \$600 as the minimum for annual salaried positions.

Senator GALLINGER. How much of their time do they give?

Commissioner NEWMAN. All the time.

Senator GALLINGER. All their time?

Commissioner NEWMAN. Yes; all the year round; every day.

Senator GALLINGER. It is little enough, \$600.

PLAYGROUNDS.

Commissioner NEWMAN. The next item is the playgrounds department. The case of the playgrounds department I think was thoroughly covered in the House hearings. There is nothing in addition to what was presented in the hearings there that I care to present, unless you care to have me.

Senator SMITH of Maryland. They seem to have allowed you more than you got last year.

Commissioner BROWNLOW. We would like the estimate.

Commissioner NEWMAN. Yes.

Col. KUTZ. In connection with the item "For construction of two swimming pools, shower baths," etc., the estimate is \$10,000, \$5,000 apiece, and the amount allowed was \$7,500. Last year an appropriation was made for three pools at just the price per pool which the House now allows, \$3,750; but we were unable for that amount to build a pool which we thought was suitable. We did build them of the size we originally intended, 28 feet wide by 75 feet long, but we were unable to line them with glazed tile, as we hoped to do, as they should have been, and we were compelled to reduce the number of dressing rooms by one-half, and otherwise cut off facilities which we thought were essential. This year we will not be able to do as much as we were able to do last year, for the reason that cement has increased 33 per cent in value; the price of reinforced steel, I think, has increased 50 per cent, so that we could not build a satisfactory pool with the amount allowed, \$3,750.

Senator GALLINGER. Ten thousand dollars would allow you to properly construct them, would it?

Col. KUTZ. Yes; I think so.

Senator GALLINGER. Has the House yielded the contention for which they have been so insistent of late years, that the appropriations for playgrounds should be taken wholly from the revenue of the District of Columbia?

Senator LEA. I think, Senator, that that is answered by the first paragraph in the bill. If the House is insistent in regard to the first paragraph, it would be equally insistent in regard to this.

Senator GALLINGER. Yes; I see that.

PUBLIC CONVENIENCE STATIONS.

Col. KUTZ. We asked for three public convenience stations. The three stations we now have demonstrate their usefulness every month in the year by the number of people that use them, and we feel that that is a form of service which should be increased. We selected three sites as being the most important of a dozen that have been recommended to the commissioners. One is at Ninth and F, another at Wisconsin Avenue and M, and another at Fifteenth and New York Avenue. The first site was just adjoining the the building of

the Department of the Interior. We took the matter up with the Secretary of the Interior, and he objected to the site selected by the commissioners and embodied in their report and suggested a site about a block and a half away, on Eighth Street just below F. The commissioners looked into that site and found that while, in their opinion, it was not quite as convenient for the public as the one suggested, it would still meet a very pressing need; so that we will suggest, if the committee sees fit to appropriate for a convenience station in that part of the city, they specify Eighth and F Streets instead of Ninth and F Streets. It really ought to be at Ninth and F Streets.

Senator GALLINGER. I went all through the Ninth and F Street proposition with the Secretary of the Interior and the Commissioner of Patents and could not reach any conclusion. They objected to it. We provided last year for a station at White House Station. Is that being built?

Col. KUTZ. It is not started yet. We approved the plans, and we are now in correspondence with the Chief of Engineers. We will have to encroach on parking space slightly, and we have to get his consent.

Senator GALLINGER. The appropriation named for that was less than the amount named for these others?

Col. KUTZ. Very much less. It will be a very small station, above ground. I think the appropriation was \$5,000.

Senator GALLINGER. Yes; I remember several gentlemen with whom we conferred thought \$5,000 was enough.

Commissioner BROWNLOW. It was a serious question whether we should attempt to build it at all.

Senator GALLINGER. That is a congested spot down there.

Commissioner BROWNLOW. We need a station there, of course.

Col. KUTZ. I would like to say that the station at Fifteenth Street and New York Avenue we planned to locate on the west side of Fifteenth Street, just below New York Avenue. The Secretary of the Treasury made objection to that in the same manner that the Secretary of the Interior objected to the one at Ninth and F Streets, and we canvassed the other sites, and there is another in the vicinity, on Fifteenth above New York Avenue, that I think will serve the purpose almost as well and get rid of that objection. The language would not have to be changed here, because it is sufficiently broad to cover any site in that vicinity.

Senator GALLINGER. I think I am safe in saying that you will find it very difficult to get an appropriation of \$25,000 for such a station in Washington, in view of the attitude certain gentlemen have assumed heretofore.

Col. KUTZ. Of course on those two sites it is almost impossible to build any but an underground station, and when you begin to go underground it does cost money.

Commissioner NEWMAN. They certainly are very badly needed at those two points.

Senator GALLINGER. Very badly. Wisconsin Avenue and M Street is about where the two roads cross, there?

Commissioner NEWMAN. It is where the Wisconsin Avenue car goes into M Street, in Georgetown.

ELECTRICAL DEPARTMENT.

Col. KUTZ. In referring yesterday to the salaries in general in the engineer department, I called attention to the two heads of departments whose salaries I thought should be increased. One was the superintendent of street cleaning, and the other the electrical engineer, both of whom now receive \$2,500, and the commissioners think that a \$3,000 salary is warranted by the duties and responsibilities of the two positions.

Senator GALLINGER. The House allowed you \$3,000, or did that go out?

Senator LEA. It went out on the point of order.

Col. KUTZ. I should like to say that last year the Senate committee allowed the increase, and the House committee did not; and this year the House committee authorized it, but it went out on the point of order.

Senator CURTIS. On the floor?

Col. KUTZ. On the floor. There is a small item on page 36, line 6, "Cable splicer, \$1,200." I ask that designation be changed to "assistant electrician," because the term "cable splicer" does not properly designate his duties. He is capable of splicing cable, but that is so small a part of his work that we would like a different designation.

Senator GALLINGER. You want him called an assistant electrician?

Col. KUTZ. Yes, sir.

Commissioner BROWNLOW. In line 24, page 36, our estimate was for \$4,000 for the extension and relocation of the police patrol system, "including purchase of new boxes, purchase and erection of necessary poles, cross arms, insulators, pins, braces, wire, cable, conduit connections, extra labor, and other necessary items." We are very desirous of extending that more rapidly.

LIGHTING.

The House did allow in the next item, beginning on line 24, page 37, the extension of the telephone system for the ninth precinct, but we do not think that \$1,200 is enough for the extension of the system in a year.

The fact that we have had too little in several years means that we are behind, and we would like to have that \$4,000.

Senator SMITH of Maryland. That is yearly, is it not?

Commissioner BROWNLOW. Yearly?

Senator SMITH of Maryland. Would it require that much yearly?

Commissioner BROWNLOW. No, sir; we are behind now.

Senator CURTIS. How much are you behind?

Commissioner BROWNLOW. I do not know; but that estimate was based on a desire to catch up with the demand.

Senator SMITH of Maryland. Here under the head of "Lighting" you asked for \$414,000. They allowed you \$400,000.

Col. KUTZ. An increase of \$19,000 over the present appropriation.

Senator SMITH of Maryland. They have allowed you an increase of \$5,000?

Col. KUTZ. Yes, sir. The commissioners are desirous not only of meeting the demand for lights in residence parts of the city, but also

to gradually extend the incandescent system of illumination on ornamental posts which we have now partially installed. That work has been going on for a number of years; but there is a great deal of it yet to be done, and the program which we have laid out for the next year is, we think, a very modest one. It only involves the expenditure of \$10,000 or \$11,000, and the balance we felt was needed for actual extensions on streets and alleys that are not adequately lighted at the present time. I imagine that there is not a day passes that we do not get three or four, and sometimes as many as half a dozen, requests for additional street lights in different parts of the city, mostly in the suburbs, but many of them in alleys that are being more and more used for garage purposes, and where more lights are needed than in alleys without garages.

Senator DILLINGHAM. Is attention being paid, in the placing of these lights, to putting them so as to illuminate the street signs?

Col. KUTZ. Those that are placed on the four sides of the globes, I think, show up pretty well. We adopted a type of blue glass for such signs, with white letters. We are unable to buy blue glass now on account of the war, so that we have gone back to the red.

Senator CURTIS. I would like to say to the committee that a few weeks ago I had a petition from people living out on Harvard Street, where the new buildings have been erected down toward the park, and just to see what the situation was I went out there, and they had lights down to the cross street running up the hill, but down below there there must have been 10 or 15 houses before which there was no light whatever. There were the posts there, but there were no lights and there were no lights in the alley. I presented the petition in that matter after investigating it myself, but the office reported that they could not do anything because there was no money.

Col. KUTZ: Yes.

Senator CURTIS. And it does seem to me that where people are living in every house, they ought to have lights, and I am, for one, in favor of increasing this appropriation and giving them those lights.

PURCHASE OF MOTOR TRUCK.

Col. KUTZ: In connection with the electrical department, we ask for the purchase of a motor truck at \$2,500, which was not allowed by the House. When the question of transportation came up in connection with the preparation of the estimates, I had one of my assistants look into every request made by the head of a department for additional transportation, whether it was truck transportation or passenger transportation, to determine whether the need was a real one or whether it just represented the personal views of the head of that department; and by canvassing the requests of all the departments, we reached a conclusion that covers the purchase of only about one out of three vehicles that had been requested, and this was one thought to be necessary.

I should like to renew the recommendation that this be purchased. It is to replace the present large field wagon, and a horse-drawn cable truck with the two horses now used with them. These vehicles are used to transport the heavy line construction material for fire-alarm and police-patrol work as well as for the cable work of the underground division.

Senator LEA. Tell us about the item of removal of poles and overhead wires? What is the distance that you are requiring them to be removed?

Col. KUTZ. I think it is about a mile in length. It is merely one step toward the gradual elimination of overhead wires in the built-up portion of the District of Columbia. They have been removed from the central part of the city, and now we thought that the time had come when this section of Georgia Avenue from Florida Avenue north to Rock Creek Church Road should be changed.

Senator LEA. What will be the cost of the accomplishment of that?

Col. KUTZ. It is going to be an expensive proposition. The engineer of the company told me that it would cost about \$200,000.

Senator SMITH of Maryland. Is the company making money?

Col. KUTZ. We are just approaching the end of our valuation, and are about to hold a hearing with reference to that valuation. I do not know that I can answer that question, as to whether they are making money or not. They are paying dividends.

Senator SMITH of Maryland. Will you know later on?

Col. KUTZ. Yes, sir. But under the system of regulation the company is going to be entitled to earn a fair return on the property used and useful in the service rendered, so that if we authorize the placing of these wires underground, and that necessitates an investment on its part of \$100,000 or \$200,000, the Public Utilities Commission will be compelled to regard that as a proper capital expense on which the company is allowed to earn a fair return.

Senator SMITH of Maryland. Would it not be well to wait until after the investigation to find out the financial status of the company and to what extent they shall be taxed, etc. I do not speak knowingly; I know nothing about it. I am only asking this question whether or not this investigation would not put you in a better position to know whether it would be a proper tax upon them or not.

Col. KUTZ. I do not regard it, Senator, as a tax.

Senator SMITH of Maryland. Because you are going to make the people pay for it?

Col. KUTZ. The people will have to pay interest on that investment. That is certainly a legitimate capital investment, and if there is anything to the theory of regulation the company will be entitled to earn a fair return on money expended for such purposes as this, so that it seems to me whatever the condition of the company that we find now it will have no influence on questions of this kind. It is simply a question of whether the people want to assume this added burden.

Senator SMITH of Maryland. There are many cities, however, that have these overhead wires yet—large cities?

Col. KUTZ. Yes.

Senator SMITH of Maryland. The only question is whether you want to tax the people of the city to pay additional fare in order to have these new methods.

Senator DILLINGHAM. They can not pay additional fare under existing law because the fare is fixed.

Senator SMITH of Maryland. How are you going to get it out of the people, then?

Senator GALLINGER. I was going to ask that question.

Col. KUTZ. I think the Public Utilities Commission has the right to fix rates.

Senator GALLINGER. Yes, but you will never fix it; you know that, do you not? You will never take the responsibility of saying that they should get a 5-cent fare?

Senator SMITH of Maryland. The tendency now is to decrease railway fares.

Col. KUTZ. Yes. I do not know that this will necessitate any increase in the fare. It may be that our valuation will show that the present fare is right.

Senator GALLINGER. I do not know how the Brightwood Railway Co. is doing now, but for a number of years the Brightwood Railway Co. did not begin to pay expenses. It was consolidated with these other companies and perhaps now it is doing better.

Senator SMITH of Maryland. I do not want to be understood as opposing this thing in any way, but it strikes me it would be well to find out the financial responsibility of the company before making a change of this kind which requires a great deal of money. I do not say it ought not to be done, but as to getting it out of the people by increased fares I do not think you will find that a very likely possibility.

Col. KUTZ. No; I think the people would rather have the overhead trolley.

Senator LEA. Has there been a great demand on that?

Col. KUTZ. It has been requested by the citizens' association of that vicinity. There is not a universal demand throughout the city, but only a local demand from the people who live there, and the Park View Citizens' Association.

Senator LEA. What is the character of the improvement of this part of Georgia Avenue?

Col. KUTZ. It is not very high class. The upper end of it is pretty well built up, but the lower end of it is rather poorly built up.

ROCK CREEK PARK.

Col. KUTZ. At the bottom of page 38 we asked for \$25,000 for Rock Creek Park. We had \$18,000 last year. The House gave us \$2,000 more. The \$18,000 that we have been getting has been just about enough to maintain the existing roads and trails and existing conditions, without permitting any increased development. We feel that the upper end of the park ought to be opened up by the construction of additional roads and made more accessible to the public, and it was with that in view that we asked for an increase of \$7,000 in the appropriation this year, not with the expectation that that would be an annual requirement but that it would be justified at this time to permit some extension of roadways through the park.

Senator SMITH of Maryland. It is pretty hard to get it down, though, you know. If you put it there it will be considered as annual, will it not?

Col. KUTZ. Even if it is not reduced, I believe that \$25,000 annually expended on Rock Creek Park is a very good investment.

Senator SMITH of Maryland. Now, we are coming to schools?

PUBLIC SCHOOLS.

Commissioner BROWNLOW. I think we had better pass over the matter of schools until we can have the president of the board of education here.

Senator SMITH of Maryland. Very well. We want the president of the board of education here.

Commissioner BROWNLOW. On page 47, under the head of "Schools," is the next item.

REPAIRS AND IMPROVEMENTS OF SCHOOL BUILDINGS.

Col. KUTZ. The commissioners are charged with the construction of schools and the maintenance, repair, and improvement of school buildings, so that we are very much interested in this item, beginning at line 10, page 47, for repairs and improvements of school buildings. The appropriation that we have had this last year was \$100,000. We asked for \$150,000. The House authorized \$110,000.

Our school buildings are not only yearly increasing in numbers, but many of the old ones are requiring a greater amount of repairs each year, and with the \$100,000 we have had we have not been able to keep the buildings in anything like the condition that they should be in. At the beginning of the year I called on the school authorities for a list of repairs to all the existing buildings that they thought were essential. The repairs they recommended were largely interior repairs—repairs that affected their comfort and convenience.

Then I had the superintendent of repairs make estimates of repairs to heating plants and to the roofs and down spouts—external repairs, you might call them—and the sum total of the two classes of repairs amounted to \$180,000. Many items were necessarily omitted in order to keep within the \$100,000. The total value of all the school buildings is about \$15,000,000, so that \$150,000 annually represents 1 per cent of the value for upkeep and improvement, and I think that about that amount is necessary.

BUILDINGS AND GROUNDS.

On page 50, line 24, in connection with the authority to use the unexpended balance in connection with the Eastern High School site, we would like to have authority to close all the public streets and alleys included within the site acquired for the Eastern High School, bounded by East Capitol Street, B Street, Seventeenth Street, and Nineteenth Street NE., when the title to all the land included within the site has been acquired for said purpose.

That site is being acquired by the commissioners on the recommendation of the board of education. About 90 per cent of the entire area in the four blocks is being purchased by agreement with the owners. There will be about 10 per cent of it, or possibly 15 per cent, that will have to be condemned, and this is a request that when it is all acquired we be permitted to close the streets within the area purchased. It will cause absolutely no inconvenience to the traveling public and is essential to a proper placing of the public-school buildings on the area acquired.

Senator GALLINGER. It requires legislation to close the streets in the area purchased for school buildings and devoted to school purposes?

Col KUTZ. That is what our corporation counsel tells us; yes, sir.

Senator GALLINGER. Have you submitted an amendment?

Col. KUTZ. Yes.

Senator CURTIS. Is that true where you purchase the ground on both sides—that you must have legislation?

Commissioner BROWNLOW. Yes.

Col. KUTZ. It was dedicated or acquired for that particular purpose.

Senator CURTIS. Have you any general authority under the laws to issue an order closing a street or alley?

Col. KUTZ. No, sir.

Senator CURTIS. You have no general authority or power?

Col. KUTZ. No, sir. We can close alleys, under certain conditions, with the consent of all the abutting owners. I do not wish to say anything about the new schools which the board of education thinks should be provided for, but I should like to say something about the amounts set aside for the new buildings which the House did authorize. This is on page 50, line 12. The House authorized \$80,000, and the estimate of the municipal architect, based on present conditions, is \$88,000. I put in the estimate last fall of \$80,000, but it is inadequate under present conditions, and I do not believe that we can build a building of the same class as those we have been building for the sum estimated.

Senator SMITH of Maryland. This is \$80,000, according to the estimates you then made?

Col. KUTZ. It was according to the estimates which the commissioners made last fall; but it does not agree with the revised estimates prepared by the municipal architect.

Senator SMITH of Maryland. Have you set out your revised estimate? Did you state it to the House committee?

Col. KUTZ. Yes; but they did not adopt them.

Senator SMITH of Maryland. But the revised estimate calls for \$88,000.

Col. KUTZ. The revised estimate calls for \$88,000 for that first item and \$80,000 for the next item, an addition of \$8,000 to each one of them.

Senator SMITH of Maryland. Is the change in the amount of the estimate owing to any advance in prices, or what is it due to?

Col. KUTZ. It is owing to an advance of prices.

Senator SMITH of Maryland. An advance in the prices of materials?

Col. KUTZ. Yes; and based on bids that we have received for buildings since the original estimates were prepared. We opened bids for the addition to the Powell School, and they were so high that we had to come and secure a deficiency appropriation at the present session of Congress. With those bids before us, we feel certain that we will need this increased amount.

Senator GALLINGER. You asked for an appropriation toward the construction of the Eastern High School, and the House did not allow that, did they?

Col. KUTZ. The House authorized——

Senator GALLINGER. The use of the unexpended balance?

Col. KUTZ. In a school of that size I believe it will take the better part of a year to prepare the plans, and the money available will be sufficient for the preparation of the plans.

Commissioner BROWNLOW. And this authorizes the making of a contract, so that that is sufficient.

Col. KUTZ. We asked for \$750,000, and the House gave us \$700,000.

Senator GALLINGER. I notice in the case of the Elizabeth V. Brown School and the addition to the Petworth School, there is provision for an assembly hall in each instance. How large a hall do you propose, and for what purposes, in the public schools?

Col. KUTZ. It is a hall that seats about 200 people. I do not remember the dimensions. It is primarily for school purposes. In many of the school buildings there is nothing but the classrooms, no place where the school, as a whole, can assemble. Incidentally, I think it is hoped that they will be of service for community gatherings, but the primary purpose of the hall is for school purposes.

Senator SMITH of Maryland. Do you think that schools should have, in addition to the schoolrooms, halls for purposes of accommodating people in any gatherings that they may choose to have?

Col. KUTZ. I think if those halls were not needed for school purposes there would not be any reason for building them; but my own impression about school matters is that an assembly hall in a building as large as a 16-room building is a very desirable adjunct and aid to the school work. It is not customary to provide them in smaller schools, in the 4 or 8 room schools; but when you get a school as large as a 16-room school, each room holding 35 or 40 pupils, I think an assembly hall holding 200 or 300 is very useful.

Senator SMITH of Maryland. I have no doubt it would be useful and all right, provided there is a disposition on the part of the Government and the District of Columbia to furnish money sufficient for the schools. That is all right if you have plenty of money, but when there seems to be considerable trouble to get money for schools proper, do you not think it might be an impediment in the securing of money for school purposes more essential than this?

Commissioner BROWNLOW. The school people were insistent upon that as a very necessary part of the school plant for educational purposes. I am sure when the president of the board of education and the superintendent of schools come before you, they can tell you in what way it is necessary. I do not see how they can get along without those rooms in a school building of that size.

Col. KUTZ. It is the general practice in all communities where the school buildings are as large as 16 rooms in size to have an assembly room.

Senator SMITH of Maryland. I think, myself, it is a very important adjunct if you can get the money.

Col. KUTZ. We have seen a great many plans of school buildings in all parts of the country, and I think that practice is universal.

(At 4 o'clock p. m. the committee adjourned until to-morrow, Friday, June 2, 1916, at 10.30 o'clock a. m.)

FRIDAY, JUNE 3, 1916.

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Smith (chairman), Lea, Gallinger, Dillingham, and Curtis.

Oliver P. Newman, president of the Board of Commissioners of the District of Columbia; Louis Brownlow, Commissioner of the District of Columbia; Lieut. Col. Charles W. Kutz, United States Army, engineer commissioner of the District of Columbia; Daniel E. Garges, chief clerk; Daniel J. Donovan, secretary to the board of commissioners; and Dr. William C. Woodward, health officer of the District of Columbia, appeared.

STATEMENTS OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA—Continued.

Senator SMITH. We left off at page 51, I believe.

COLUMBIA INSTITUTION FOR THE DEAF.

Commissioner BROWNLOW. The next thing that we care to say anything about, before the representatives of the board of education come before you, is the item on page 52, the Columbia Institution for the Deaf.

Senator CURTIS. What have you to say about that?

Commissioner NEWMAN. The District has 35 students in the Columbia Institution for the Deaf. During the past year we have had several conferences with the officials of that institution as to the cost of maintenance and instruction of these students; and the conference went so far as to include an examination of the accounts of the institution by the District auditor for the purpose of informing the commissioners as to the expense incurred by the institution in caring for these children. That, however, was not completed at the time our estimates were made; and the estimate was for \$12,250, based on an average of 33 students and on a cost allowance to them of \$375 for each student. Since this estimate was made, as the result of further conferences with them and further investigations, we have become convinced that the actual expense is greater than \$375, and that they are justly entitled to an allowance of \$400.

Senator SMITH. For each child?

Commissioner NEWMAN. For each child; yes, sir. Also, we find that there are 35 instead of 33 there, and the probabilities are that there will continue to be at least that many.

Senator CURTIS. How long during the year do they keep those children—all the year around?

Commissioner NEWMAN. During the school sessions; about 9 or 10 months.

Senator CURTIS. Do they furnish them with clothing?

Commissioner NEWMAN. It includes living, tuition, lodging, meals, and instruction.

Senator CURTIS. How much is the tuition?

Commissioner NEWMAN. I do not recall the way in which that \$400 is divided. We have those figures, and I can get them.

Senator CURTIS. That is surely a very large rate.

Commissioner BROWNLOW. The students are not all children, you know. Many of them are adults. This is a college.

Senator CURTIS. The only difference that it would make with grown people would be that they might eat more.

Commissioner NEWMAN. Of course it is bound to be more expensive than an ordinary educational institution.

Senator CURTIS. How many students have they there, all told?

Commissioner NEWMAN. I do not recall that, Senator. I can get that information; also the manner in which this \$400 is divided.

Senator DILLINGHAM. The Columbia Institution is located out northeast?

Commissioner NEWMAN. Yes; at Kendall Green, out here on Florida Avenue. We are paying at the rate of \$375 now.

Senator CURTIS. You will get the additional data, will you?

Commissioner NEWMAN. I will, Senator.

[Memorandum by the auditor for the District of Columbia.]

Annual appropriations are made for expenses attending the instruction of deaf and dumb persons admitted to the Columbia Institution for the Deaf from the District of Columbia, under section 4864, of the Revised Statutes, as provided for in the act of March 1, 1901, and under a contract to be entered into with said institution by the commissioners.

Section 4864 of the Revised Statutes: By a paragraph under the caption of "Columbia Institution for the Deaf and Dumb," it is provided as follows:

"Whenever the Secretary of the Interior is satisfied, by evidence produced by the president of the Columbia Institution for the Instruction of the Deaf and Dumb, that any deaf and dumb person of teachable age, properly belonging to the District of Columbia, is in indigent circumstances and can not command the means to secure an education it shall be his duty to authorize such person to enter the institution for instruction."

The act of March 1, 1901, amends the section above referred to, reading as follows:

"*Provided*, That hereafter all deaf mutes of teachable age, of good mental capacity, and properly belonging to the District of Columbia, shall be received and instructed in said institution, their admission thereto being subject to the approval of the superintendent of public schools of the District of Columbia. And said institution shall not be regarded nor classified as an institution of charity."

The contract with the Columbia Institution for the Deaf, made for the fiscal year ending June 30, 1915, entered into by the commissioners, provided for a per capita rate of \$375 per school year. When the time came for making the contract for the current fiscal year 1916 the institution requested that the contract be made at the rate of \$400 per capita per school year.

In view of this increased rate, the matter was taken up with the Bureau of Education, Department of Interior, and on October 14, 1915, the auditor of the District of Columbia was advised, in reply to his letter requesting information as to the rates of tuition of deaf children throughout the United States, charged by institutions similar to the Columbia Institution for the Deaf. The bureau stated that an examination of the reports on file in the bureau showed the following charges to public institutions for the deaf:

"American School, Hartford, Conn., \$300; Montana School for Deaf, Boulder, Mont., \$350; Clarke School, Northampton, Mass., \$400; California School for the Deaf and Blind, Berkely, Cal., \$340. Six different schools in the State of New York charge \$325 for county pupils 5 to 12 years of age and \$350 for State pupils 12 years of age and upward.

"In each case the amounts stated are for tuition and maintenance, including board, lodging, laundry, medical attendance, instruction, and school supplies. It does not include clothing and traveling expenses. The Central New York Institution at Rome, N. Y., and the Clarke School at Northampton, Mass., charge for tuition only without maintenance \$150 per year."

In reply to the letter addressed to the Columbia Institution for the Deaf, requesting all the facts upon which to reach a decision in regard to an increase in the rate allowed for the maintenance of District of Columbia pupils the following letter was received:

"Expenses for the school year 1914-15, Kendall School:

| | |
|-----------------------------------|------------|
| Salaries----- | \$8,897.70 |
| Living expenses for teachers----- | 630.00 |
| Food----- | 3,534.48 |
| Ice----- | 93.41 |
| Supplies----- | 658.78 |
| Laundry----- | 353.25 |
| Repairs----- | 2,098.04 |
| Heat and light----- | 1,770.10 |
| Sundries: | |
| Medical expenses----- | 566.10 |
| Equipment----- | 770.22 |
| Miscellaneous----- | 113.38 |
| Total expenses----- | 19,485.46 |

"Receipts for the school year 1914-15:

| | |
|--|-----------|
| From 29.8 District pupils, at \$375 each----- | 10,937.50 |
| From 2 pay pupils, at \$350 each----- | 700.00 |
| From 1 pay pupil for half year, at \$350----- | 175.00 |
| From 1 pay pupil, at \$200----- | 200.00 |
| From 8 pupils from State of Delaware, at \$300 each----- | 2,400.00 |
| Total receipts----- | 14,412.50 |

"There were also in attendance at our institution 3.5 students in Gallaudet College from the District for the school year. The per capita cost for these Gallaudet College students was \$650.45, or a total of \$2,276.58. The receipts from the District for these 3.5 students were \$375 per capita, or a total cost of \$1,312.50.

"In the above expenses of the primary department, it is to be noted that no charge is made for administration or upkeep of grounds.

"I take pleasure in forwarding you a copy of the Fifty-fifth Annual Report of the Columbia Institution for the Deaf, which contains, in the appendix, the acts of Congress relating to our institution. On page 14, section 5, I beg leave to call your attention to the law under which pay pupils are received from the various States and Territories. In this section it is enacted 'that it shall be lawful for said institution to receive and instruct deaf and dumb and blind persons from any of the States and Territories of the United States on such terms as may be agreed upon by themselves, their parents, guardians, or trustees and the proper authorities of the said institution.' A few pay pupils have been received under this act from various States where preparation for Gallaudet College, our advanced department, is poor at a rate of \$350, or even less in special cases. Eight pupils have been on our rolls for several years from the State of Delaware, which maintains no school for the deaf, at a rate of \$300 each per school year, under an agreement made a number of years ago. It has been impossible to change this rate, in spite of frequent appeals to the authorities of that State, and the pupils have been retained in order to finish their education.

"It is important to note in this connection, however, that the overhead charges for heating and lighting would be practically the same without these extra pupils, and it would be impossible to do away with any of the domestic force or any of the teaching staff, with the bare possibility of one teacher, even though these pupils from outside the District were not present in the school. The sum received for their maintenance, therefore, in reality helps to decrease the cost of maintaining the pupils from the District of Columbia.

"I beg leave to call your attention also to the provision on page 30 of the report, 'That one-half of the expenses attending the instruction of deaf and dumb persons admitted to said institution from the District of Columbia under section forty-eight hundred and sixty-four of the Revised Statutes shall be paid from the revenues of the District of Columbia and one-half out of the Treasury of the United States, and hereafter estimates for such expenses shall each year be submitted in the regular estimates for the expenses of the government of the District of Columbia.' Also, on pages 43 and 44, provision is made that the expenses shall be provided for 'under a contract to be entered into with the said institution by the Commissioners of the District of Columbia.'

"You will not that the latter provision makes it almost impossible to carry out the former, as it is impossible to foresee eight or nine months ahead what the actual expenses for the District pupils will be and to enter into a contract for the same.

"Our Kendall School this year is somewhat larger in numbers than last. There are on the rolls at present 47 pupils (32 from the District of Columbia), and the total number may be raised to 48 or 50 before the year is over. It is quite impossible, therefore, that the per capita expense may be as low as \$400. There are only two students in our collegiate department from the District of Columbia, although the total number is larger than usual.

"I believe, therefore, that a per capita charge of \$400 for the District pupils maintained in our institution this year is likely to cover the necessary expenses, except those for administration and care of grounds, and I shall be glad to sign a contract for the present school year at the rate of \$400 per capita.

"If you wish it, Mr. Hooper, our disbursing agent, and I will be glad to call upon you and show you our figures for the last three years, during which time we have kept a somewhat accurate account of the expenses attending the maintenance of the District of Columbia pupils in our institution."

In view of the foregoing a contract was entered into with the Columbia Institution for the Deaf for the education of District pupils therein at the rate of \$375 per annum.

The appropriation for the current year, payable jointly from the United States and the District of Columbia revenues, is \$12,250. The voucher submitted for the latter half of the year shows a deficiency of \$672.13. In the event of Congress appropriating for this deficiency, the total cost of this service will be \$12,922.13.

During the first half of the school year there were 32 inmates for the full period and 3 for a portion of that term, for which the cost was \$6,462.60. During the second half of the school term there were 34 inmates or pupils for this entire term and 1 for a portion of that term, at a total expense of \$6,459.53.

The per capita rate paid the Columbia Institution is based upon the school year and not the fiscal year.

The number of deaf pupils and students remaining in the institution on July 1, 1914, was 110; admitted during the year, 41; total, 151; admitted for the school year 1915-16, 42. From July 1, 1914, to July 1, 1915, there were under instruction 85 males and 66 females; a total of 151; of whom 108 have been in the collegiate department, representing 34 States, the District of Columbia, Canada, and Wales; and 43 in the primary department. Of these, 35 were admitted as beneficiaries of the District of Columbia. During the fiscal year 32 were discharged from the institution by graduation and otherwise.

The following appropriation was made for the Columbia Institution for the Deaf, fiscal year 1916, wholly out of Federal revenues (sundry civil act approved Mar. 3, 1915):

"For support of the institution, including salaries and incidental expenses, books and illustrative apparatus, and general repairs and improvements, \$70,000.

"For repairs to buildings of the institution, including plumbing and steam fitting, and for repairs to pavements within the grounds, \$6,000."

Senator CURTIS. We have had a good deal of this with the Indian schools, and the very highest that it has cost us, where we furnish clothing and all, is \$310, and that is miles and miles from a railroad. Surely this institution can not be much more expensive than an entire Indian school. Our average now at Haskell, Carlisle, and Phoenix, on account of the large number that come, is within \$176. We keep them the year round, furnish them with food, clothing, and everything.

Commissioner NEWMAN. We presume those schools have farms connected with them on which they raise a good deal of their food; do they not?

Senator CURTIS. I regret to say, they do not raise as much as they should.

Commissioner NEWMAN. And, of course, the character of the institution must be taken into consideration. This is a specialized institution.

Senator SMITH. Does this building belong to the Government?

Commissioner NEWMAN. No, sir.

Commissioner BROWNLOW. It is semigovernmental, however.

Commissioner NEWMAN. It is one of these semigovernmental institutions.

Senator DILLINGHAM. For what are you asking, Mr. Commissioner?

Commissioner NEWMAN. We are asking for \$13,200 instead of \$12,250.

Senator SMITH. Is there any money donated by outsiders for this purpose?

Commissioner NEWMAN. I do not know whether they have an endowment or not, Senator. I doubt if they have.

Senator GALLINGER. Is not this exclusively a Federal institution?

Commissioner NEWMAN. Almost exclusively. They have some private pupils. Of course in the sundry civil bill there is an appropriation for the maintenance of the school.

Senator GALLINGER. Yes.

Commissioner BROWNLOW. Then they also take care of the deaf and dumb pupils of the State of Delaware, which has no institution of this kind.

Senator SMITH. They pay for it, do they not?

Commissioner BROWNLOW. Oh, yes; the State pays for it.

Commissioner NEWMAN. Just as we do.

Senator SMITH. That does not affect the cost of this matter at all?

Commissioner BROWNLOW. Not at all.

Senator SMITH. The fact is it ought to cheapen it, ought it not, when they have a larger number?

Commissioner NEWMAN. Oh, yes, sir.

Senator DILLINGHAM. What classes do get the benefit of the Government aid?

Commissioner NEWMAN. These 35 from the District of Columbia and the others from the country at large.

Senator DILLINGHAM. Is the advantage they get in a lower price than is paid by the others?

Commissioner NEWMAN. I do not know what their rates are to their private patients, Senator.

Senator DILLINGHAM. Do you understand that there are any free patients there?

Commissioner NEWMAN. Oh, no.

Senator DILLINGHAM. To what extent is the Government aiding them annually?

Senator GALLINGER. They take the deaf and dumb from all over the country. I know a young man who came from my State a few years ago was admitted there.

Commissioner BROWNLOW. They take some free patients. I do not know exactly the arrangement, but I know that they will take a deaf and dumb young man or young woman who wants to take the higher branches where the State institution does not go above the eighth grade. They will take them here and let them pay what they are able to pay, sometimes more and sometimes less.

Senator CURTIS. I know that they have had two or three from our State there, and they are all very well pleased with the institution.

Senator GALLINGER. It is a very high-class institution, and an expensive institution to run.

Commissioner BROWNLOW. Very expensive to run.

Senator GALLINGER. It has very fine property. Of course, the overhead charges are very considerable, and I imagine the authorities of the institution take the students as cheaply as they can afford to take them.

Commissioner NEWMAN. The information that you wanted is being obtained, Senator Dillingham.

Senator SMITH. Mr. Newman, do you know how many scholars, all told, there are in the institution?

Commissioner NEWMAN. I have just sent for that information now, Senator.

Senator CURTIS. \$76,000 was appropriated by the Government last year in the sundry civil bill for salaries, incidental expenses, books, illustrative purposes, and general repairs and improvements, and \$6,000 for repairs to buildings in the institution, including plumbing, steamfitting, etc.

Senator SMITH. \$76,000 was appropriated last year; and how many people are benefited by the appropriation?

Commissioner NEWMAN. I have just sent for that information, Senator. Students are admitted on certificate of the Secretary of the Interior. They make a charge for them where they can get it. In cases where they are able to get it they make a charge. Where they are not, they take them without any charge.

Senator GALLINGER. I have here the law governing that institution. It might be well enough to put it in the record:

Whenever the Secretary of the Interior is satisfied, by evidence produced by the president of the Columbia Institution for the Instruction of the Deaf and Dumb, that any deaf and dumb person of teachable age, properly belonging to the District of Columbia, is in indigent circumstances, and can not command the means to secure an education, it shall be his duty to authorize such person to enter the institution for instruction.

That relates to the indigent of the District.

Senator CURTIS. Then there must be another law, Senator, because they admit them from other States.

Senator GALLINGER. Oh, yes; I know they do.

Senator SMITH. Free, Senator?

Senator CURTIS. I think so. I know I have written about a number of them, and they have been admitted. My recollection is that they were children of parents who could not pay, but I would not be sure about that. But there are some arrangements whereby they let them in.

Senator SMITH. We can not come to any intelligent conclusion until we find out how many children are being helped by this institution.

Senator GALLINGER. The next section is:

Deaf-mutes, not exceeding 40 in number, residing in the several States and Territories, applying for admission to the collegiate department of the Columbia Institution for the Instruction of the Deaf and Dumb, shall be received on the same terms and conditions as those prescribed by law for residents of the District of Columbia, at the discretion of the president of the institution; but

no student coming from either of the States shall be supported by the United States during any portion of the time he remains therein.

Senator CURTIS. It simply gives them the instruction.

Senator GALLINGER. Yes. Mr. Chairman, I notice on page 51 that the commissioners made a large number of recommendations in reference to additional ground, etc., for a large number of school buildings in the District. I was going to ask the commissioners if they had abandoned that, or if there are any particular items in it that are of immediate necessity.

Commissioner BROWNLOW. We have not abandoned it. We had passed it over, with the rest of the strictly public-school matters, until the time when the school board should be present. There are some items there that we think are of very great merit.

Senator GALLINGER. That answers my question. Then we come over to the Metropolitan police.

METROPOLITAN POLICE.

Senator SMITH. In the case of the Metropolitan police, have you, in your recommendations, taken into consideration the law that was proposed for an increase in the pay of the officers of the police department?

Commissioner BROWNLOW. At the time these estimates were made, in October of last year, we did estimate for an increase in the present number of officers. Subsequently a bill was introduced in both Houses providing for the increase in the number of police officers and an increase in their pay which differed slightly from our estimates, but which was approved by the committee. That bill has been ordered to be favorably reported from the House committee, and was favorably reported by the Senate committee, and has passed the Senate. After that another bill increasing the pay and entirely changing and reorganizing the character of the detective force was passed by the Senate. That bill was not referred to the commissioners in time for us to have an examination made of it. If it had been, we should have reported adversely on it.

Senator SMITH. You should have reported adversely on what?

Commissioner BROWNLOW. On the bill concerning the detectives—that is, as to the reorganization of the detective force. I should like now to take up that matter.

In drawing up this bill for the increase of the officers only officers whose salaries were determined by the police reorganization act of 1906 and only the number of officers mentioned specifically in that act were considered—in other words, the major and superintendent, the inspectors, captains, and lieutenants. The commissioners would like at this time to ask to have the scale of salaries and the number of officers as set forth in Senate bill 4479, which has already passed the Senate, substituted for the numbers and the amounts appropriated in the schedule of officers for the department and to add to that an increased number of sergeants. The bill does increase the salary of the sergeants, but not the number of the sergeants, and we are very badly in need of an increase.

Senator SMITH. Then, as I understand, you approve of the Senate bill with this increase that you ask for in the sergeants?

Commissioner BROWNLOW. Yes; the increased number, as provided for in Senate bill 4479, with the changed salaries, as provided in that bill, and the addition of the change from 46 sergeants, as provided in the current appropriation, to 54 sergeants. That would cover it.

Senator GALLINGER. What is the number of that bill?

Commissioner BROWNLOW. Senate bill 4479. I have several copies of it here.

Senator GALLINGER. I should be glad to have some copies of it.

Senator SMITH. Do you know the status of that bill in the House?

Commissioner BROWNLOW. That bill has been favorably reported to the House with an amendment.

Senator SMITH. It has not passed yet?

Commissioner BROWNLOW. It has not passed. It has been favorably reported with an amendment.

Senator SMITH. What is the amendment?

Commissioner BROWNLOW. The amendment is designed to accomplish, so far as pay is concerned, the same thing that is sought by the other bill that passed the Senate, Senate bill 5802; and the amendment as reported to the House would change the additional compensation of 24 privates detailed for special service in the detection and prevention of crime from a basis of \$240 a year to \$480 a year. A detective now gets \$1,200, his regular salary as a private, and then \$240 a year additional, making him get \$1,440. The House amendment increases that another \$240, so that his compensation would be \$1,680 a year rather than \$1,600 a year, as provided in Senate bill 5802, which passed the Senate.

Senator SMITH. What is the number of the bill that I introduced?

Commissioner BROWNLOW. You introduced Senate bill 4479. I believe this other one was introduced by Senator Swanson, if I am not mistaken. The one that you introduced is the one that I have just spoken of, that has our entire approval.

Senator SMITH. And that was favorably reported in the House?

Commissioner BROWNLOW. It was favorably reported in the House. The House committee has not favorably acted on the other bill.

I should like now to explain to the committee our objections to the other bill that passed the Senate. It provides:

That the Commissioners of the District of Columbia are hereby authorized, empowered, and directed to maintain a force of detectives, to consist of twenty-four men, who shall have the rank of lieutenant, and who shall be promoted to the detective force from the present detective sergeants of the Metropolitan police of the District of Columbia, and such twenty-four lieutenants shall receive an annual salary of \$1,600; that no member of the detective force shall be removed therefrom except on written charges and after an opportunity for defense on the part of the detective against whom charges are made.

Senator SMITH. That amendment was introduced by Senator James, was it not?

Commissioner BROWNLOW. That last part was introduced by Senator James, I believe.

As a matter of administration of the police department, I think that would be a backward step. The police department now consists of 715 men. There are about 600 privates. These privates begin work at a salary of \$75 a month. At the end of three years they are promoted to \$90, and at the end of five additional years they are promoted to \$100 a month. Senator Smith's bill, which has passed

the Senate, provides that they shall reach the maximum salary of \$1,200 a year at the end of the fifth year, instead of the eighth year. It makes that change in addition to the change for the officers.

Senator SMITH. It gives them that benefit—it decreases the number of years?

Commissioner BROWNLOW. It decreases the number of years required to reach the maximum salary; and we approve of that, believing that a man at the end of five years has reached his maximum efficiency.

Senator SMITH. If I remember rightly, there was no additional pay about it, except a decrease in the number of years required to reach the maximum pay.

Commissioner BROWNLOW. A decrease in the number of years required to reach the maximum pay; a decrease from eight to five years.

The detective force at present is composed of 24 privates, who are detailed by the commissioners to the special work of prevention and detection of crime. They have no official status. They are called "detective sergeants," although they have not that title in law. They are merely privates detailed to that work, and so long as they are on that work they get an additional compensation of \$240 a year. A great deal of that is required by the special expenses to which they are necessarily put in trying to get testimony, so that I think the increase of the additional compensation from \$240 to \$480 per year is justified. But to make them lieutenants—to put these 24 men on the same basis as the 13 men who are lieutenants actually commanding precincts, and then to give them a permanent status—means that in a very short time we will have a detective force composed entirely of old men. A good many of them are old men now.

At present when a detective does something that unfits him for further service we send him back to his precinct. He continues a policeman, and we can bring up younger men. We have some elasticity in making up the detective force. We can bring up a new man who is not known to everybody, but if this legislation should prevail you would have those men permanently in the positions. They could not be even demoted from the office of detective except by a trial before a trial board, much in the manner that is now required to dismiss any member of the police force from the service.

I believe that every good purpose would be served by giving the detectives their increased compensation, and that nothing desirable could result from making those positions permanent, giving them a higher rank and a permanent rank, so that the detective office would lose every bit of the elasticity that is necessary if it is to do good work in the prevention and detection of crime.

Therefore the commissioners would like to see these increases made in the salaries of the officers—meaning inspectors, captains, lieutenants, and sergeants. I should like to say in that connection that, according to the figures of the Census Bureau, which lately made a special investigation, Washington, although the sixteenth city in size, is the thirty-seventh in the amount of money that is paid to its police officers. The privates are paid fairly well, but the police officers have been very much underpaid. It is also true that we stand rather low in the scale of pay of detectives.

Senator SMITH. Upon investigation, I found that, so far as the officers are concerned, the police force of Washington is less than that of any other city I could find of like character.

Commissioner BROWNLOW. It is less than that of any city of considerable size. That is quite true.

Senator SMITH. We went over that question very thoroughly to find out whether or not they were paid in proportion to the police of other cities, and we found they were not; but we also ascertained that, so far as the privates are concerned, they were equally paid.

Commissioner BROWNLOW. They average up well, except that it does take rather longer here to reach the maximum pay than it does in other cities.

Senator SMITH. The time was reduced to five years in order to equalize that.

Commissioner BROWNLOW. That was reduced; and every part of that bill meets with our hearty support.

So far as the bill concerning detectives is concerned, we are perfectly willing and, indeed, anxious that the compensation of the detectives should be increased to a scale commensurate with that paid in other cities. We also take into consideration the fact that detectives are put to unusual expense in obtaining evidence. But we do not want to see the detective force made a hard-and-fast permanent institution which in a very short time, because there are practically no removals, would make it a force of old men.

Senator SMITH. That would be special legislation, Mr. Brownlow. That does not come so much under our jurisdiction.

Commissioner BROWNLOW. I know it does not; but this is the first opportunity I have had to speak about it. It will come before another committee; but I should like to see in the appropriation bill the compensation of the detectives increased in the manner that I have suggested without additional legislation. I should like to see in the appropriation bill, however, all the change of legislation that is contemplated in Senate bill 4479. That is the bill introduced by Senator Smith.

Senator GALLINGER. Commissioner Brownlow, have you ever given any attention to the question as to whether or not, when we increase the salaries of policemen, firemen, and others in the District of Columbia, there is some middleman getting a profit out of it?

Commissioner BROWNLOW. I had not.

Senator GALLINGER. You have no information on that point?

Commissioner BROWNLOW. The only thing that has come to my attention at all that could possibly mean anything in that direction is the curious activities of a person who said he come from Baltimore, and who has been trying to see me and to see Maj. Pullman. I believe Maj. Pullman saw him once. I heard that he was endeavoring to pretend to the policemen that he had great influence with Congress. I refused to see him, and I warned some of the officers about him. As far as I know they have no connection with him, and they are at a loss to understand his activities.

Senator SMITH. What is his name?

Commissioner BROWNLOW. I believe it is Rosenfelt. He says he is a lawyer. I have never met the man myself. I have heard of him, and have refused to meet him.

I will say this, Senator Gallinger: For a good many years the major and superintendent of police has recommended some increases in the pay of officers. Shortly after I became commissioner, and the police department was assigned to my immediate direction, a change was made in the office of major and superintendent of police. For three months before that change was made the former head of the police department was very ill, and I had from the beginning almost actual supervision. Then, when the new man came in, for several months I was in very close and intimate touch with the police department. It struck me at that time that for a sergeant—who is in command of a squad of men, and who supervises the men on the beat, and upon whose skill and honesty in supervision depends the effectiveness of the patrol system—to receive only \$50 a year more than a patrolman appealed to me as being too small. Then I found that lieutenant, who is on duty 12 hours a day, whereas a patrolman is on duty only 8 hours a day, got only \$10 a month more than a private; and that a captain, a man in command of 40 to 70 men, a man of some prominence locally in the community, and with great responsibility, got only \$1,500 a year, or only \$25 a month more than a patrolman.

Maj. Pullman, in his annual report, repeated the recommendation that had been made several times to the commissioners, that these increases be asked for, but for the first time the commissioners included them in their estimates. Then, afterwards, when the report of the Census Office had been made, I talked with two or three Members of the House who thought that our estimates had been too modest. So I know that, so far as the commissioners are concerned, the matter was taken up purely voluntarily, and so far as I know the lobbyists arrived on the scene after the movement was already under way.

Senator GALLINGER. I did not mean, of course, to suggest that anything of that kind would apply to the commissioners.

Commissioner BROWNLOW. I know you did not.

Senator GALLINGER. I was afraid the commissioners had not knowledge of some things that are going on in the District of Columbia, or that have gone on.

Senator SMITH. Was it your idea that this person has gotten money out of the policemen?

Commissioner BROWNLOW. He has endeavored to do so, I have been told, Senator. I have no first-hand knowledge of the facts in the matter.

Senator GALLINGER. My opinion is based upon what I think is accurate information, that in the past—I will not say that this Mr. Rosenfelt, or whatever his name is, has gotten any money—but certain men representing these employees have taken a "rake-off" from increases that have been made by Congress. I have not any doubt about that, and I think it would be well for the commissioners to be sure that in the matter of increasing the pay of the workingmen there is not somebody representing them. I speak from some considerable knowledge on that subject. I do not make the suggestion that it is going on at the present time, but that it has gone on in the past is to my mind indisputable, and it ought to be stopped.

Commissioner BROWNLOW. There was an instance several years ago of a man who sued a policeman to recover a fee.

Senator GALLINGER. Why, to be sure.

Commissioner BROWNLOW. We were so desirous of keeping anything of that kind out of this matter that Maj. Pullman, with my consent, authorized a committee composed of three members of the police force to talk to Senators in regard to this matter.

Senator SMITH. It seems to me that a policeman who has not any more sense than to pay some one to assist him in securing legislation, when it is found out that he has contributed for any such purpose, ought to be turned out of the force.

Commissioner BROWNLOW. Oh, we certainly should do so.

Senator SMITH. He is not fit to be there.

Commissioner BROWNLOW. Not at all. I was about to say that by way of trying "to safeguard the thing," we authorized the men to select a committee of their own, which was headed by Capt. Harrison; and I have no doubt that committee called on you.

Senator SMITH. Capt. Harrison is the only man who has called to see me, and sent for him to give me his views about this matter. He is the only man I have talked with, as I remember, in regard to increased pay for the officers.

Commissioner BROWNLOW. And he did not come to you until after he had asked permission of me. I authorized him to do so.

Senator SMITH. I wanted to talk with him because I wanted the information in regard to it after fully investigating what the other cities had paid. He came to me, and I must say that I found him a very intelligent man, and it seemed to me an upright man.

That finishes up, as I understand, the Metropolitan police matter.

Commissioner BROWNLOW. As far as the salaries are concerned, it does. We asked for \$7,000 for repairs and improvements to police stations and grounds, and the House cut that to the current appropriation of \$6,000. The estimate was made by the municipal architect, or in consultation with him. Some of the upper stories of the police stations, especially, are in very bad condition, and we should like to have the full amount that was estimated.

Then, on the bottom of page 54, there is an item printed that was omitted from the House bill, concerning pensions. We did not ask for any appropriation to pay the arrears of the police and firemen's pension funds, which are not always sufficient to pay the full amounts awarded; but we did ask for the year 1917 an amount sufficient to meet those arrears. A bill providing for a different system of pension funds for the firemen and policemen is pending in the House, and for that reason I do not care to go further than that.

In the case of the item for miscellaneous and contingent expenses, which begins on line 20, page 54, and extends to and includes line 14, page 55, the House left the appropriation at \$30,000. We had estimated for \$35,000. We find that it is increasingly difficult to do all the work that ought to be done within that amount; and, of course, next year we are going to have the price of gasoline increased 200 per cent, and that includes all of the gasoline for patrol wagons and other motor-driven apparatus of the police department. We should like to have the contingent fund increased to \$35,000.

We estimated the sum of \$2,500 for the amount to be spent by the major and superintendent, but that was for a contingency that disappeared before we went before the House committee; so that the \$500 limitation is all that is required.

For the maintenance of motor vehicles we asked for \$7,500. The current appropriation is \$6,000. The House granted us \$7,000. Year before last we had to get a deficiency appropriation for that purpose, because of an accident or two. This year I think we will come out all right without a deficiency; but on account of the increased price of supplies we should like to have at least the authorization for the \$500 additional.

We asked for \$1,500 for a motor vehicle for the use of the major and superintendent of police, to take the place of a horse-drawn vehicle. The House limited that to \$700. In the case of a car that will be in use as that car will be, practically 24 hours a day, for police purposes, I doubt if a very light car, such as you could get for \$700, would be an economical purchase.

Senator CURTIS. I do not know; if you want to travel a good deal, and save running expenses and gasoline, the lighter the car the better. That is a fact. I am not advertising Fords here, either.

Commissioner BROWNLOW. We went over the question of the limitation of price at another point and asked that it be raised.

MISCELLANEOUS.

Commissioner BROWNLOW. We asked for an appropriation for the reconstruction of cells in the stations of the second, seventh, and ninth precincts. The House allowed the estimates for one of the three precincts. There are 11 precincts, and we have modern steel cells in all of them except these three. These three have old brick dungeons, very insanitary, and very medieval, and very difficult to keep warm. In the cell house, which is composed of a bank of brick cells, there is a coal stove, and when you make enough fire to heat the cells at the farthest end, the cells nearest the stove are practically converted into ovens. We had thought it would be better to ask for \$12,950 so as to bring all of the police-station cells up to the modern standard.

Senator GALLINGER. We had a long contest with the House on that subject.

Senator SMITH of Maryland. We tried that last year, I believe.

Senator GALLINGER. We have for several years.

Senator SMITH of Maryland. You got one last year and they have given you one this time.

Senator GALLINGER. Yes; their policy seems to be to provide one at a time. We can try it again.

Senator SMITH of Maryland. You asked for three and they gave you one in the House, as I understand it?

Commissioner BROWNLOW. Yes.

Senator SMITH of Maryland. And you maintain that three are necessary?

Commissioner BROWNLOW. Three are necessary.

FIRE DEPARTMENT.

In the fire department we asked some increases in salaries, and for one additional battalion chief engineer, both of which requests were granted by the House. We did make some estimates in the

clerical force in the fire department that were not granted. We asked for an increase in the salary of the chief clerk of the fire department from \$1,800 to \$2,000. The chief clerk of the fire department is practically the business administrator of the entire department. The position itself is one of great responsibility, and it is filled now by a man of extraordinary efficiency, who has been there for a good many years, and his title of chief clerk does not denote the importance of his service, and we think that his salary ought to be increased.

We asked that the salary of another clerk be increased from \$1,200 to \$1,400. That clerk is a stenographer, and must of necessity be qualified as a court reporter, because he is the one that takes the hearings in all cases before the fire department trial boards, and it is difficult, for \$1,200, to keep a stenographer when has enough skill to do that kind of work.

Then we asked for a new clerk, "who shall be a stenographer and typewriter," at \$1,000. The chief clerk now has to do a great deal of the correspondence himself, and the clerical work of the department has increased so much that there is this need of additional clerical force in the department.

MISCELLANEOUS.

For repairs and improvements to engine houses and grounds we asked \$15,000, and the House let the appropriation stand where it has been. Some of the fire-engine houses are in good condition, and some are in quite bad condition, and the appropriation has not been enough to keep up the repairs as they should be, and especially to the upper stories. The upper stories are dormitories. The men are on duty 24 hours a day, and they must sleep there, and we feel that their surroundings ought to be kept up to a high standard.

In line 3, page 58, there is an appropriation for hose of \$12,000. We asked for \$18,000 and the House reduced the appropriation to \$12,000. In view of the fact that we are getting fire hose now for so much less than formerly, I think that that reduction on the part of the House was justified.

Senator GALLINGER. Is there a reduction in the price of hose?

Commissioner BROWNLOW. Yes. We used to pay \$1.10 a foot, and we are now paying 55 cents or 54 cents for it.

Senator GALLINGER. How do you account for that?

Col. KUTZ. We have modified the specifications somewhat. I do not mean to say that the 55-cent hose is as good as the \$1.10 hose, but I think it is cheaper at 55 cents than the other is at \$1.10. We changed our specifications in connection with, and under the advice of, the Bureau of Standards, and they make the tests. I think we are getting fairly good hose at 55 cents.

Senator GALLINGER. That is what we have been looking for for a long time—something that is reduced in price. That is what attracted my attention. Is this a reduction in the price of the hose or is it due to the fact that you are buying cheaper hose?

Commissioner NEWMAN. It is owing to the fact that we standardized our specifications in conference with the Bureau of Standards and the National Board of Fire Underwriters, which made it possible

for all the other manufacturers to bid. Prior to that the requirements were such under the specifications that the bidding was limited to one manufacturer.

Senator SMITH of Maryland. You did not get any competition, then?

Commissioner NEWMAN. The real reason lies in the modification of the specifications.

Senator SMITH of Maryland. In the modification of the specifications?

Commissioner BROWNLOW. This was a specially made hose with a specially woven jacket.

ADDITIONAL MOTOR-DRIVEN APPARATUS.

Commissioner BROWNLOW. We are buying the hose now from the same manufacturer, but it is a different hose.

The commissioners had a great many requests from citizens and citizens' associations and other parties asking us to estimate for addition fire-engine houses in various sections of the city which were not now, in their opinion, adequately protected from fire. The commissioners, in going over the matter, decided that rather than build new engine houses it would be better to more rapidly eliminate the horse-drawn apparatus and substitute motor-drawn apparatus.

There was also a demand for an increase in the number of firemen. We thought that also could be met by the substitution of motor vehicles. A fire company is composed of seven men, and with horse-driven apparatus one man has to hold the horses. With motor-driven apparatus that man is released for duty at the fire; so that every time you put in a motor-driven apparatus in place of a horse-driven apparatus you add one man to the effective force.

Senator SMITH of Maryland. Without increasing the appropriation?

Commissioner BROWNLOW. Without increasing the appropriation. It adds to the effective force.

Then, the range of operations of the motor-driven apparatus is so much wider that we believe that the motorization was better than providing additional firemen; so that we ask for more than we had asked formerly, although Washington is well behind other cities in the process of motorization. We asked for two fire engines, motor driven, instead of one; we asked for eight combination chemical and hose wagons, motor driven, of which the House allowed four; we asked for six tractors, motor driven, of which the House allowed three. The tractors, as you know, are designed to take the place of horses for propelling steam fire engines. Then we asked for three aerial hook-and-ladder trucks, motor driven, of which they gave us one. I do not believe that the commissioners were wrong in advocating the more rapid motorization of the fire department. I believe it is the modern thing; it is in line with what other cities are doing. Washington is slower than other cities have been. Some cities have motorized their fire departments in one, two, or three years; but it will require, even on the bases we have gone on, several years for complete motorization in Washington.

Commissioner NEWMAN. As we are fixed at present, with less than one-half of the department motorized; we still have to maintain a

sufficient number of horses, so that we have not yet begun to get into the economy that there will be in the saving of horse maintenance.

Commissioner BROWNLOW. To some extent we have.

Commissioner NEWMAN. Yes; to some extent; but not to such an extent as would be possible if we did this more rapidly. For instance, a motor engine standing in the station house does not consume any gasoline except when it is running, but the horses that haul the wagons, which are standing in the station house, of course consume feed all the time.

Senator DILLINGHAM. What proportion of the fire apparatus is now motor driven?

Commissioner BROWNLOW. What we ask for will bring it up to a little more than one-half.

Commissioner NEWMAN. It is about one-third now.

Commissioner BROWNLOW. It is about one-third now. The reductions are beginning to appear in this bill. We have \$8,000, instead of \$10,000, as last year, for the purchase of horses. There in lines 4, 5, and 6, on page 58, are three of those reductions for which you have been seeking, Senator Gallinger.

Senator GALLINGER. Yes; it is very gratifying. Because of the width of the streets in Washington and the comparative ease of getting around in the city, do we have less fires than other cities of the same size; I mean are they less destructive?

Commissioner BROWNLOW. They are less destructive. Then I think a part of that is due to the fact that we do have a very excellent fire department.

Senator GALLINGER. Yes.

Commissioner BROWNLOW. Now that the city is growing so rapidly into the suburbs, there is this demand for new engine houses and more firemen, and it will be much more economical to meet that demand by means of motor-driven vehicles than by an extension of the fire department.

Senator GALLINGER. That is unquestionably true.

Senator SMITH of Maryland. Now we come to the health department.

Commissioner BROWNLOW. Dr. Woodward, the health officer, will tell you about that.

HEALTH DEPARTMENT.

STATEMENT OF DR. S. W. WOODWARD, HEALTH OFFICER OF THE DISTRICT OF COLUMBIA.

INCREASE IN PAY OF CLERK.

Dr. WOODWARD. The first item submitted by the commissioners and omitted in the House was an increase of \$200 in the salary of the clerk who now receives \$1,400 a year. It is proposed to increase his salary to \$1,600. He ranks next to the chief clerk of the department, and assumes the duties of the chief clerk when the chief clerk is absent, and he has general charge of the correspondence and files of the department. He is a very capable and faithful man, and has been with us since 1900, a Mr. Sumter Phillips.

ADDITIONAL CLERK.

An estimate for a new clerk at \$900 was submitted by the commissioners in order to release for field service a food inspector. The chief food inspector now has no one to assist him in a clerical way except an inspector who is assigned for that purpose, which throws a large amount of clerical work in connection with our food service on him, owing to the number of dairy farms scattered throughout the adjacent States, and some of them even more remote, a large part of the work of which is by correspondence. Of course, we have the inspectors in the field, but the office has to deal with them by letter.

ASSISTANT CHIEF SANITARY INSPECTOR (NEW).

The suggestion that we create the position of an assistant chief sanitary inspector with compensation at the rate of \$1,400 per annum, reducing the number of \$1,200 inspectors by one in order to do so, is based on the fact that there is among the group of sanitary inspectors always and necessarily some one man a little more capable than the rest, who, during the absence of the chief sanitary inspector, must assume his duties and must help in some of the more important work. The particular inspector we would like to promote is a Mr. Butt, a man who is a graduate of law and a member of the District bar and of the Maryland bar, and who is able to search titles and do work of that kind when examinations are necessary. Of course, commonly we rely on the records of the assessor's office. In some cases, however, it is necessary to go beyond that, and work of that kind is assigned to Mr. Butt. Mr. Butt has been with us a number of years and is a very faithful and competent man.

ADDITIONAL SANITARY INSPECTOR.

The proposal to increase the number of \$900 inspectors from two to three is based solely on a desire to increase the efficiency of the service. We, of course, have an increasing population and a more widespread population than heretofore, and the work of the inspection service is increased greatly.

The commissioners have submitted a recommendation for the creation of the position of chief food inspector with a compensation at the rate of \$2,000 a year. At the present time the chief food inspector receives \$1,500 a year, and it is very difficult to find a man who is willing to assume the duties of that office, and who is qualified to do so, for the salary provided. This work includes not only the general supervision of our stores and our markets within the city, but, of course, all our restaurants and lunch rooms, and the slaughter-houses in town, and then of the entire number of farms from which the milk supply of the District is obtained. It takes a man of some technical knowledge. He ought either to be a graduate veterinarian or a graduate of a dairy school, and it takes a man of some executive ability and some address, who can meet the public and the farmers, to do the work properly.

The man who now holds that position is a man who has been promoted from the ranks, who is faithful and willing, but is not qualified

for the work which he is doing. We ought to have an adequate salary to get us a proper man.

ASSISTANT CHIEF FOOD INSPECTOR (NEW).

As to the next item, there is a proposal here to provide an assistant chief food inspector at \$1,400, and if provision be made for these two positions my idea would be to reduce to \$1,400 Mr. Wilson, who is at the present time serving as chief food inspector, leaving him in the position of assistant chief food inspector.

ADDITIONAL LABORER.

There is an item providing for an increase in the number of skilled laborers at \$600 from one to two. That is simply based on the increased work of the bacteriological laboratory and the necessity for getting a man who can do some of the rougher work and releasing the \$720 skilled laborer for some of the more important laboring work, if you may call it so, in the bacteriological laboratory.

The recommendation that the title of "driver" be changed to "chauffeur" is based on the fact that he is now driving an automobile, and simply on that. The recommendation that his salary be increased from \$600 to \$720 a year is based on the greater responsibility and, you might say, the greater technical skill that a chauffeur requires when he cares for his own machine.

Senator SMITH of Maryland. You have a chauffeur now at \$600 a year?

Dr. WOODWARD. \$600. He is the man who drove the horse-drawn vehicle for the sanitary food inspectors. He has simply been instructed in the care and use of the machine.

Senator SMITH of Maryland. Can you hire a competent chauffeur at \$50 a month?

Dr. WOODWARD. I have. I would not trust a machine of my own, if I had one, to a man of that kind. This man is faithful and has been in the office about 25 years, I think, and does his work faithfully.

Mr. SMITH of Maryland. Does he take care of his own machine in an ordinary way?

Dr. WOODWARD. Yes, sir. Seven hundred and twenty dollars per annum, I understand, is the minimum sum paid other chauffeurs of other departments here of the Government.

INCREASE IN SALARY OF POUNDMASTER.

The proposal to increase the salary of the poundmaster to \$1,400 is based upon the fact that that was formerly the salary of the position. That is the chief item there.

Senator SMITH of Maryland. Why was it reduced?

Dr. WOODWARD. It was reduced by one of the committees of Congress or by Congress.

Senator GALLINGER. The House seems to have allowed it this year, but it went out on the point of order.

Commissioner BROWNLOW. It was allowed?

Senator GALLINGER. Yes.

ASSISTANT POUNDMASTER (NEW).

Dr. WOODWARD. The request was made for an assistant poundmaster. I think that is desirable, even though we provide a salary merely of \$720 a year, so as to give us some one who can assume the duties of the poundmaster in his absence, not merely when he is sick or on leave, but when he happens to be in the field. The pound service involves two important features. One is the actual impounding of dogs in the city and the other is the custody of the dogs and the release of the dogs while he is acting, so that we ought to have some one more than a \$600-a-year laborer to look after the pound when the poundmaster is out with the wagon.

There is another question which is liable to arise, and that is that the law specifically provides that those dogs not released shall be sold or destroyed, as the poundmaster thinks advisable, placing in him that discretion. There is, of course, in the absence of any authority for some one else to assume the place of the poundmaster, some possibility of legal difficulties during such time as the poundmaster may be absent or disabled by illness. Some one has got to make that determination.

PREVENTION OF CONTAGIOUS DISEASES.

Coming, now, to the provision for the contagious-disease service, we find that on page 60, in line 3, there is a provision that the amount expended for personal services shall not exceed \$12,000 a year. The commissioners have asked, and the health officer has repeatedly urged, that that be eliminated or, at least, increased. We are receiving now \$25,000 per annum, and of that we can expend only \$12,000 for personal services, the rest going for incidental expenses. It gives us an undue amount, we may say, for incidental expenses, as we continually turn back into the Treasury something of that, under ordinary conditions; but it does not give us enough for personal services, and the result is that we have to piece out this appropriation year after year by drafts on the emergency fund to pay for the contagious-disease service. It is not desirable, it seems to me, to be driven to that. We have this work that we are required by law to do, and if we do not do it there will be, I should say, certainly an increase of disease, and possibly of death, in the District. An emergency arising, the commissioners use the emergency fund.

Commissioner BROWNLOW. It was necessary only yesterday to draw on the emergency fund for \$2,000 to complete the payment for this current year.

Dr. WOODWARD. And, as a matter of fact, we are able to go as far as we can with this \$12,000 only by assigning to our regular sanitary inspectors some of the work of the contagious-disease service. The placarding of houses for diphtheria and scarlet fever and the collecting of data with respect to our cases of typhoid fever are not done by medical men or trained nurses but are done by the ordinary sanitary inspector, who goes to the house and does the best he can. If we did not do that, there would be more serious inroads in the emergency fund than there are. We have asked, going down now to line 10, for an increase in the total amount of this appropriation to \$30,000,

that is to enable us to do more intensive work in respect to tuberculosis, and to relieve the sanitary inspectors of this city of collecting the data regarding typhoid fever, and of the duty of placarding houses, and work of that kind. That is work that can be best done by a physician or a trained nurse, and unless we have an increase in our total appropriation, we can not accomplish all that we ought to accomplish. Of course, if the \$12,000 limitation is stricken out, we can relieve the sanitary inspectors of some of their work with respect to the contagious-disease service, doing as we did before; but it will be impossible for us to do any broader or more intensive work with respect to the matter of tuberculosis.

PAY OF BACTERIOLOGIST.

Then we ask also that the limitation in line 11, on page 60, to \$6 a day, in the amount to be paid to the bacteriologist, be stricken out. The present bacteriologist is Dr. Joseph J. Kinyoun, who has been with us a great many years and who receives this \$6 a day from the contagious-disease service as bacteriologist of the health department. He also holds the position of pathologist in the tuberculosis hospital, for which he receives \$300 annual salary.

Commissioner BROWNLOW. May I interrupt you here?

Dr. WOODWARD. Certainly.

Commissioner BROWNLOW. In the legislative, executive, and judicial appropriation bill, approved May 10, this year, the last section, section 6, provides as follows:

SEC. 6. That unless otherwise specially authorized by law no money appropriated by this or any other act shall be available for payment to any person, receiving more than one salary when the combined amount of said salaries exceeds the sum of \$2,000 per annum, but this shall not apply to retired officers of Army, Navy, or Marine Corps whenever they may be appointed or elected to public office or whenever the President shall appoint them to office by and with the advice and consent of the Senate or to officers and enlisted men of the Organized Militia and Naval Militia in the several States, Territories, and the District of Columbia.

Under this law Dr. Kinyoun could not receive that salary of \$300 from the Tuberculosis Hospital. That also affects a number of school-teachers in the District; but that will come up later in connection with the schools when the board of education is heard.

Dr. WOODWARD. Quite aside from the necessary reduction in Dr. Kinyoun's pay, owing to the provision inserted in that act, I should say that as a bacteriologist of years of experience, and his standing, and in view of the amount of work he does and the responsibility he assumes, he is worth more than \$2,500 a year. He is a man of the highest standing, a man of absolute loyalty to the service, going beyond, you might say, what it is necessary for him to do in order to do his best.

Senator SMITH of Maryland. Has he any other revenue from his practice, in any way?

Dr. WOODWARD. He does, I imagine, some laboratory work in the way of examinations—not of sputa, because all of that is done free here—of specimens of cancer, or he does a Wasserman test, or something of that kind, for compensation, but certainly not to any large amount.

Senator SMITH of Maryland. He gives most of his attention to this work?

Dr. WOODWARD. Oh, yes. He has very little time for the other work. He works every day in the year, of course, 365 days, except when he is on leave, as is rendered necessary by the nature of his duties.

Senator SMITH of Maryland. How old a man is he? How long has he been practicing?

Dr. WOODWARD. He is a man of, I should say, 63 or 64 years of age.

Senator SMITH of Maryland. And of large experience in his profession?

Dr. WOODWARD. Yes, sir. He was in the United States Public Health Service for a while, and, in fact, is the founder, so to speak, of the Hygienic Laboratory of that service. You may identify him as the member of the corps who was sent to California and found plague in the very beginning, and raised such a disturbance there by reason of the finding of plague that he was sent to another port, sent to Detroit, and served his term there; and it was not laboratory work, it was not work to his taste, and he resigned from that service and went to work in the service of Mulford & Co., one of the large manufacturers of sera and toxins, and he resigned from there to come to us. He is a man of very large experience and extremely capable.

REPAIR OF BUILDINGS ON RESERVATION NO. 13.

The next item that is omitted is a request for repairs to buildings occupied by the health department on reservation No. 13, \$2,500. That is based on an estimate by the municipal architect.

Senator SMITH of Maryland. What line and page are you on now, Doctor?

Dr. WOODWARD. That is an item that was eliminated altogether. It appears in a slip pasted at the right-hand side of page 60 of the bill. That item should come in following line 17, page 60. That is based on estimates submitted by the municipal architect, and the sum will be expended largely on the municipal crematorium. There seems to be need for extensive repairs to the foundations of that building and other repairs, so that I judge from what I learn from the municipal architect that it is practically necessary that we have that amount. Such balance as may remain will be available for the ordinary incidental repairs to our other buildings on the reservation—that is, the smallpox hospital, the quarantine station, the disinfecting plant, and the leper home.

Senator SMITH of Maryland. But you have confined this to reservation No. 13.

Dr. WOODWARD. Those buildings are all on that reservation—the old workhouse reservation. But I should say that the largest part of that, or probably as much as \$2,000, will be expended on the crematorium, where we destroy the dead bodies of the poor and the dead bodies of the rich when they are willing to pay.

REFUSE INCINERATOR FOR SMALLPOX HOSPITAL AND QUARANTINE STATION.

There was a request also for a refuse incinerator for the smallpox hospital and the quarantine station, \$500, which immediately followed that item. It has been the custom for years past to take the refuse from those two institutions and take it down to the margin of the Eastern Branch; after, of course, proper disinfection. Persons do not want to take garbage and old dressings, etc., from the smallpox hospital and mix it with the general refuse, even though it is disinfected. Now, with the reclamation of the Anacostia flats and the conversion of those flats into land, and the land into a park, we will be without any proper means of disposing of it unless this is provided.

DRAINAGE OF LOTS AND ABATEMENT OF NUISANCES.

The item extending from line 23, on page 60, to line 4, on page 61, providing for the enforcement of the provisions of an act to provide for the drainage of lots in the District of Columbia, and also an act to provide for the abatement of nuisances in the District of Columbia by the commissioners, and for other purposes, has been decreased from \$1,500, the amount heretofore appropriated and the amount estimated, to \$1,000.

Senator SMITH of Maryland. You have been getting \$1,500, and they cut it down to \$1,000?

Dr. WOODWARD. Yes.

Senator SMITH of Maryland. And you feel that 1,000 would not be sufficient?

Dr. WOODWARD. I do not believe it allows us a safe margin. This appropriation covers not only the work of the health department, but the work of all other branches of the District government. The act referred to there as an act to provide for the abatement of nuisances in the District of Columbia by the commissioners, authorized the commissioners in any case where a nuisance, or any other condition that might not be regarded as a nuisance, exists on, or arises from, real property, for which condition the owner is responsible, to correct the nuisance and to assess the cost against the property.

Senator SMITH of Maryland. Has there been any surplus of the amount that has been appropriated?

Dr. WOODWARD. There has been a surplus from year to year. But that, of course, is turned back; and even the money that is expended comes back from year to year in the way of assessments.

Senator SMITH. How much has the surplus been, Doctor?

Dr. WOODWARD. I think that will show in the estimates. The surplus has been considerable at times. I can not explain why there should have been any surplus, because I know that there have been continually before us, or continually before the inspector of plumbing, I should say, a number of cases in which an effort was being made to abolish box privies and connect the premises with the sewer and water main, a number of such cases sufficient to use up that \$500 at any moment, practically.

Senator SMITH of Maryland. At the same time, it has not been used, and it does not look justifiable, if it has not been used, that a smaller amount should be appropriated?

Dr. WOODWARD. It looks justifiable on the face of it. But if he sends notices out to the nonresidents saying, "Unless you connect up your property within 30 days after this notice, the District of Columbia will make the connections and assess the costs," of course, he should have the money back of it to make his word good, otherwise his word is worth nothing. It happens that when he has sent out the notices these nonresident owners have written to their agents here and said, "Go ahead and make the connections," but in that way he is never able to tell at any particular time how much money he will need. Then, of course, it serves as a reserve fund—an emergency fund, if you will—whereby other improvements than under our sanitary laws can be enforced. I say again that the action of the House looks entirely reasonable on its face; we may never need that \$1,500, but it is a safeguard between the enforcement of law and the nonenforcement.

Senator SMITH of Maryland. An emergency might arise where you would need the whole of it?

Dr. WOODWARD. It might.

Senator SMITH of Maryland. And if you did not have the money—

Dr. WOODWARD. Under some conditions we could fall back on the emergency fund, I am quite sure; but conceivably there are conditions relating to private property where the emergency fund would not be available. I do not lay any great stress on that reduction. I do not think it is of vital importance, as it is altogether a matter of surmise as to what we will need.

BACTERIOLOGICAL LABORATORY.

In line 10, on page 61, there is an appropriation of \$500 for the bacteriological laboratory. The commissioners' estimate was \$1,000.

Senator DILLINGHAM. That is for the purchase of books?

Dr. WOODWARD. It reads:

Chemical laboratory: For maintaining and keeping in good order, and for the purchase of reference books and scientific periodicals, \$500.

Senator SMITH. You have been allowed heretofore \$1,000?

Dr. WOODWARD. We are allowed this year \$1,000.

Senator SMITH of Maryland. Has that proven to be too much?

Dr. WOODWARD. No, sir.

Senator SMITH of Maryland. Why was it cut down?

Dr. WOODWARD. I do not know, sir. I should say we were liable to need more rather than less, because of the high price of laboratory supplies. There will be the probable impossibility of getting certain supplies from abroad and everything is expensive, and then, of course, there is the constant wear and tear on the laboratory apparatus and an increase rather than a decrease in the cost of replacing it and keeping it in repair.

Senator GALLINGER. That language, "maintaining and keeping in good order," includes the purchase of materials, does it?

Dr. WOODWARD. The purchase of materials and repairs. It, of course, would not allow any extension of the laboratory equipment, but what we have we can keep in proper order.

Senator SMITH of Maryland. Would it not be well to put in, "For the purchase, maintaining, and keeping in order"?

Senator GALLINGER. Could you tell offhand, Doctor, what proportion of this appropriation was used for the purchase of reference books and scientific periodicals? I apprehend that the House committee may have reduced that upon the assumption that you do not need as much from year to year, as you are filling your library up, and you would not need as much this year as last year?

Dr. WOODWARD. In 1915 we had other appropriations. We had \$300.

Col. KUTZ. The amount in 1916 was \$1,000.

Dr. WOODWARD. In 1915 we tried to get along with \$300.

Col. KUTZ. There were no books at all purchased in 1915.

Dr. WOODWARD. No; I have here the estimate of that item which appears in the Book of Estimates for 1917. It is as follows:

Estimated, 1917.

[Statement required by sec. 10 of sundry civil act approved Aug. 1, 1914.]

| | |
|---|------------|
| Peptone, chemicals, stains, nutrient media, cotton, etc..... | \$350. 00 |
| Chemical glassware, beakers, test tubes, culture dishes, and flasks.... | 100. 00 |
| Chemical apparatus for water collection, pipettes, burettes, thermometers | 150. 00 |
| Photographic plates and paper, developer; etc..... | 35. 00 |
| Alcohols | 25. 00 |
| Cleaning materials | 20. 00 |
| Electric motor | 25. 00 |
| Repairs, etc | 85. 00 |
| Replacement of electric lamps..... | 25. 00 |
| Projection apparatus | 35. 00 |
| Microscopic objective and eyepieces..... | 30. 00 |
| | <hr/> |
| | 1, 000. 00 |

There is no appropriation for books.

Senator SMITH of Maryland. There do not seem to be included in that estimate any periodicals or books of reference.

Dr. WOODWARD. No, sir.

Senator SMITH of Maryland. And that amounted to how much?

Dr. WOODWARD. \$1,000.

Senator SMITH of Maryland. That whole amount was used, exclusive of any purchase of books or periodicals?

Dr. WOODWARD. No; that is what the present item comprises.

Senator SMITH of Maryland. In that \$1,000 you have included nothing for books and periodicals?

Dr. WOODWARD. There would be some books and periodicals purchased. I know we do get some of the foreign periodicals relating to laboratory work and some American ones.

Senator SMITH of Maryland. But in your estimate there you have not included anything for books or periodicals?

CHEMICAL LABORATORY.

Dr. WOODWARD. No, sir. Now, with respect to the following item, lines 11 to 13, page 61, for the chemical laboratory, the commissioners there requested an increase in the appropriation from \$500 to \$1,000, but the House retained it at \$500. The increase there is

based on the fact that during the past year we have had a special appropriation for new apparatus and a special appropriation for replacements. Hereafter, for the next year, we are not asking those appropriations for new apparatus or for replacements; but any new apparatus purchased or replacements that are made will have to come from this appropriation for maintaining and keeping in good order, etc., and on that account we are asking that we be allowed for the chemical laboratory the same amount as we were allowed for the bacteriological laboratory.

Senator GALLINGER. Do you not think that that language can be improved and made more specific where it reads, "For maintaining and keeping in good order"?

Dr. WOODWARD. Yes, sir.

Senator GALLINGER. That would indicate simply taking care of the laboratory. Would it not be better to say: "For maintaining and keeping in good order, replacing materials, and for the purchase of reference books and scientific periodicals," or something like that?

Dr. WOODWARD. That language is language that was approved, or was borrowed from a clause in the appropriation act that covers the laboratory of the inspector of asphalts and cements, and it was submitted to the auditor for his consideration. It was on the basis of experience that he recommended it, I think.

Senator SMITH of Maryland. I suppose the word "maintaining" would include purchasing, would it not?

Senator GALLINGER. I should think it likely; yes.

Senator SMITH of Maryland. To maintain would be to renew, I should think.

Senator GALLINGER. I think it is all right that way.

Dr. WOODWARD. We found that the inspector of asphalts and cements was so much more successful in getting things he wanted in his laboratory than we were in getting things we wanted in ours that we borrowed that language and submitted it to the approval of the auditor. It is a broader phraseology.

PUBLIC CREMATORY.

Senator GALLINGER. On page 62 you have an item "For maintenance, including personal services, of the public crematory, \$2,000." The other item we passed with regard to the crematory was for \$2,500 and this is for \$2,000. It will not be necessary to consider this one, probably.

MOTOR WAGON FOR POUND SERVICE (NEW).

Dr. WOODWARD. You will see the item there on the slip pasted on the side of page 62, "For the purchase of one motor wagon for use in the pound service, at a cost of not exceeding \$1,500; and for maintaining and operating the same and keeping it in good order, \$500; in all, \$2,000."

The pound service operates at present two wagons and one buggy, a large wagon for impounding animals—that is, picking them up as they are caught running at large—and a smaller wagon for collecting animals that are to be surrendered by their owners, and that can

not be taken up as an incident to the ordinary impounding trips. Moreover, when the large wagon goes out for the purpose of impounding animals running at large, it is necessary for the pound-master or some responsible man to accompany it, in order to see that the dogs are lawfully impounded. That means that we maintain three vehicles and three horses. We believe that by installing a single motor vehicle we could do away with two of the vehicles and two of the horses. We believe that would be possible.

Senator SMITH of Maryland. Would that result in economy, sir?

Dr. WOODWARD. We are not looking for very much in the way of economy except as more efficient service for a given amount of money can be called economy.

Senator SMITH of Maryland. I understand; but would it do away with two horses and two men or one man?

Dr. WOODWARD. It would not do away with one man; no. We would have to have the same number of men. The two wagons never go out at the same time. We would have to have the same number of employees, but this one wagon would be able to do the work of the two wagons and of the buggy. The only real occasion for any but the one wagon and one horse we reserve is to meet emergencies.

Mr. SMITH of Maryland. What would you do with the man who drove the other wagon?

Dr. WOODWARD. They do not go out at the same time. We have four laborers in the pound, and they have to care for the pound and take care of the four wagons. I do not believe that we could claim much in the way of saving in the cost of operating the pound, but I do believe that we would be able to give a more satisfactory service.

MOTOR AMBULANCE FOR HEALTH SERVICE (NEW).

Following that last item there is a request for one motor ambulance. That item reads as follows:

For one motor ambulance, at a cost of not exceeding \$2,500 and for equipping, maintaining, and operating the same, and keeping it in good order, \$600; in all, \$3,100.

The only ambulance service that the health department operates is for communicable diseases. We look after the removal to the contagious disease hospital of all persons suffering from ordinary communicable diseases, scarlet fever and diphtheria comprising the bulk; during a period of smallpox outbreaks, of course, we see to those. We believe in view of the fact that this ambulance does such uncertain quantities of work, we would get along better with that ambulance than we could with the two ambulances we now have. The two ambulances simply represent an ambulance for active service, and a service ambulance. The two ambulances may stay in the stable three or four or five days doing nothing. That ambulance may make three or even five trips in a single day, having to go from one extreme of the District of Columbia to the other. For that reason I believe that with no increase in cost we would be able to render better service.

If provided with a motor ambulance, our plan would be to retain one of the ambulances that we now have, but not to retain the horses. When if our motor ambulance was out of commission, we could bor-

row horses from other branches of the District government, or even hire, in order that the public might be served. I believe that the motor ambulance would conduce very largely to the comfort and welfare of the patients, and in every way be better.

MAINTENANCE OF MOTOR VEHICLE FOR SANITARY AND FOOD INSPECTION SERVICE.

On page 63, at the top of the page, in lines 1 and 2, we have a provision:

For maintenance of one motor vehicle for the sanitary and food inspection service, \$300.

That represents a reduction of \$100 from the present appropriation. In view of the increasing age of the vehicle, and in view of the increased price of gasoline, I think the least we could ask is that it be left at \$400. This vehicle is out every working day in the year.

Senator SMITH of Maryland. This includes the purchase of gasoline, also?

Dr. WOODWARD. Everything.

Commissioner BROWNLOW. In making out the estimates, the amount for maintenance of a private vehicle was fixed at \$300 a year, and it may be that inadvertently this item was affected by that fact, but it was our purpose in setting the sum to be allowed for a private automobile to be used for official business to set it slightly under the actual cost so as not to encourage unnecessary use. But where the car is used for District purposes, and is owned and maintained by the District, \$300 will not be sufficient.

Senator SMITH of Maryland. Then, as I understand from Dr. Woodward, this vehicle is in service all the time, and more than those you ask an appropriation of \$300 for.

Commissioner BROWNLOW. I do not know that it renders more service, but in the other case the machine is owned by the person and is not a District machine; and if \$300 a year does not meet the expense he must pay the difference himself. The assumption is that he uses the machine part of the time for his own purposes.

ALTERATIONS AT POUND AND STABLE.

Dr. WOODWARD. The next item is, on page 63, lines 3 to 11:

For alterations at the pound and stable, to provide accommodations for motor vehicles, including heating apparatus and other necessary equipment, \$1,000, and for paving the inclosure occupied by the pound and stable, \$500; in all, \$1,500.

Then there is a provision reappropriating \$1,000 that was appropriated several years ago for a metal folding shutter for the wagon shed at the pound. There was a reduction there by the House from the estimate of the commissioners of \$1,000, and as the estimate was prepared by the municipal architect it seems to me desirable that we have appropriated the full amount.

Senator SMITH of Maryland. The reduction is \$500, is it not? They have given you \$1,000, and you asked for \$1,500. Five hundred dollars is the amount of the reduction?

Dr. WOODWARD. Yes.

Commissioner BROWNLOW. No; there was an estimate—we asked for \$2,000.

Mr. SMITH of Maryland. It should be \$2,000; yes. It was \$2,000 for paving and necessary alterations.

Commissioner BROWNLOW. There was a provision at the end of the paragraph as submitted by the commissioners which said:

The \$1,000 thus reappropriated shall be considered and constitute a part of the \$2,000 aforesaid.

So that there seems to have been some misunderstanding with respect to the exact relation of the reappropriated money to the total appropriation.

Senator GALLINGER. It has, as a matter of fact, nothing to do with the \$2,000 appropriated—that reappropriated money?

Dr. WOODWARD. In this case?

Senator GALLINGER. Yes.

Dr. WOODWARD. No. It does not show that is what it is. In the other case, that it shall constitute a part of the \$2,500. I am satisfied from my knowledge of the situation at the pound that the municipal architect's estimate is extremely reasonable; and if we are going to have motor vehicles, or even for the sake of the motor vehicles we now have, I think appropriation should be made to properly house them. The understanding that that \$1,000 reappropriated is not in addition to the \$1,500 appropriated directly in the same paragraph—the commissioner's estimate—is there met.

Senator DILLINGHAM. It is also made available.

Commissioner BROWNLOW. Do you desire to speak about one other thing; that is, concerning the medical inspectors?

MEDICAL INSPECTION SERVICE IN THE SCHOOLS.

Dr. WOODWARD. The question there arises as to the proper location of that service. The service was originally placed under the joint control of the health department and the board of education, but under the general supervision of the commissioners, of course, by a proviso that was carried until last year in every appropriation that was passed, namely:

Provided, That said inspectors shall be appointed by the commissioners only after competitive examination, and shall have had at least three years' experience in the practice of medicine or dentistry in the District of Columbia, and shall perform their duties under the direction of the health officer and according to rules formulated from time to time by him, which shall be subject to the approval of the board of education and the commissioners.

That, in substance, was enacted in all of the earlier bills, the original limitation on experience being five years instead of three years, and the original act having no reference, of course, to dentists—dentists not being then provided. Last year, the proviso being left out of the appropriation bill, the service automatically passed to the control of the board of education without any joint control. The service is a medical service. It is rendered altogether by medical men and by trained nurses. It is very closely related to the contagious-disease service of the health department; and even in so far as it relates to illness and ill health on the part of pupils who are not suffering from contagious diseases, it is closely related to the general sanitary work of the department. I say that because it is

impossible to take five hours out of the life of a child each day, and segregate that from the home life, having to do with the general sanitary conditions of the home, and the general interest of the parents in the welfare of the child; so that these nurses and the medical inspectors must go into the homes, and if they are going to see that the children are properly cared for they have to advise with the parents as to sanitary practices and assist the parents in securing proper relief for the children.

An incident came to my notice a short time ago that shows the possibilities of the present situation. One of the school nurses going to her home to inquire about an absent pupil, found the home in an uncleanly condition; and logically that is a matter that the health department ought to be called upon to attend to. Under the present conditions, however, the physician who is undertaking to supervise these conditions goes personally into the home to see if he can not induce those people to clean up. We have other cases relating to the disinfection of school buildings. The pupil suffering from a communicable disease is found in a school building, and the medical inspector of schools in the District thinks that it ought to be disinfected. The disinfecting service is in the health department, and the health officer, as it happened on at least one occasion, saw no reason for disinfecting the building at the time. It subsequently showed that the health officer was right. Again, there was the possibility of the conflict of authority. So that, quite aside from the question that it is a medical matter that apparently ought to be under medical supervision, there is the possibility of friction arising out of conflicting authorities.

The better opinion among medical men is that the medical inspection of schools is properly a function of the health department. In fact, at the recent conference of the provincial and State boards of health held this last month, a resolution was adopted to that effect. Of course, we have to admit that among educators there is a feeling that the school superintendent should care for the service, but I think I may safely say that since the service has been transferred to the board of education—and I say this without any criticism direct or implied—there has been no material change or been no material improvement or alteration in the system from that which was followed when the health department had charge of it. I believe, therefore, that the reinsertion of this provision for a joint control of the service ought to be made in the bill.

Senator GALLINGER. Was there any discussion of the matter at the time that it was dropped from the bill, that you recall?

Dr. WOODWARD. No, sir.

Senator GALLINGER. I do not recall it at all. The House must have left it out, and we did not observe it.

Dr. WOODWARD. The same provision, if it is inserted, ought to be applied to the school nurses. It would be rather illogical to have the medical inspectors under this supervision and not the nurses.

Senator GALLINGER. You will prepare a draft of a provision covering the matter and submit it to the committee.

Dr. WOODWARD. The following is suggested: On page 46, after the end of line 24, insert the following:

Provided, That medical inspectors of public schools and graduate nurses acting as public-school nurses shall be appointed by the commissioners, but only after competitive examination and after having had at least three years' experience in the practice of medicine, dentistry, or nursing; and the medical inspection of public schools and the officers and employees engaged therein shall be under the direction of the health officer, but said inspection shall be conducted according to rules formulated from time to time by said health officer which shall be subject to the approval of the board of education and the commissioners.

DEATH RATE IN THE DISTRICT OF COLUMBIA.

Are there any other questions I can answer? I might say, as indicating the need for supporting the department, that for some unexplained reason the death rate of the city went up last year about 10 per cent. Why it went up nobody has been able to discover. It is the only large city in the country, and so far as I know the only city in the country, where there was any rise of that kind.

Senator CURTIS. Ten per cent?

Dr. WOODWARD. About 10 per cent.

Senator GALLINGER. Have you any theory to advance for that?

Dr. WOODWARD. It is a mystery, in view of the distribution of the increased number of deaths. There was an enormous increase of pneumonia, which, of course, we can not control, accompanied by an increase in tuberculosis, which probably followed the pneumonia increase. There was an increase also of deaths from typhoid fever and an increase from heart disease and all along the line.

Senator CURTIS. There was an epidemic of grip here last spring?

Dr. WOODWARD. Yes; in March. But, then, I say, that would not affect our typhoid fever. There was an increase in the deaths also from diarrheal affections, I noticed.

Senator CURTIS. Might that not have something to do with the typhoid fever?

Dr. WOODWARD. I should hardly think so. The typhoid-fever rate usually runs up in the fall, and pneumonia is generally over by that time. It affected the whites and blacks, males and females, and practically people of every age period.

Senator DILLINGHAM. I think that was general. I think the western insurance companies found a larger death rate last year.

Dr. WOODWARD. Yes; and I corresponded with other cities, New York, Philadelphia, Boston, Richmond, and others, and the figures they gave me showed a decrease. New York City had a very slight increase.

Senator GALLINGER. In the general death rate?

Dr. WOODWARD. In the general death rate; and I should like to be in a position to analyze the figures, if we had the help to do it, to see what we could make out of it, because that is the only way we can make progress. We slipped a cog somewhere, and we want to know where.

STATEMENTS OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA—Continued.

Commissioner NEWMAN. I think we have about cleaned up the things which we cared to present exclusively from the commissioners. The matters of the schools, and charities and corrections, we would like to have presented by the board of education and the Board of Charities.

COURTS.

These items here as to courts, of course, are attended to by the commissioners, but it is a purely ministerial act. We do not prepare the estimates, although we transmit them. They appear in the District bill, but they are for services not under the commissioners.

Senator CURTIS. Who gets up these estimates now?

Commissioner NEWMAN. The officials of the various courts concerned, and they are transmitted to us by them. The water department we have not touched on, which is under the commissioners.

WRITS OF LUNACY.

There is one item which appears in with the courts, which is a commissioners' item, and that is as to the writs of lunacy. This is on page 66. There were some changes that come directly under the commissioners, and there was a change made by the House committee which was stricken out on a point of order on the floor of the House, which we would like to see restored in the Senate bill. That question was very thoroughly covered in the House hearings.

Senator SMITH of Maryland. What item was that?

INCREASE OF SALARY OF ALIENIST—CLERK TO ALIENIST (NEW).

Commissioner NEWMAN. Page 66, line 7. There is an item for increase of compensation of the alienist from \$1,000 to \$1,500 a year, and providing for a clerk for the alienist, who should be a stenographer and typewriter.

Senator CURTIS. How much time does he devote to the work of the office?

Commissioner NEWMAN. He does not devote all of his time, of course, but he devotes a great deal, Senator Curtis.

Senator CURTIS. Are there any extra fees that he gets in a case of any kind, of the District?

Commissioner NEWMAN. He gets no fees from any District cases.

Senator CURTIS. He is used in criminal cases and gets no fees, at all, extra?

Commissioner NEWMAN. He is not used as a witness by the District in any ordinary case in which there is a call for medical witnesses.

Commissioner BROWNLOW. He appeared last year in more than 1,600 lunacy cases.

Commissioner NEWMAN. His work, of course, is usually in lunacy cases, but occasionally he is subpoenaed by the Government or some private person for his service, in which cases he gets fees.

Senator CURTIS. I should think he would be a very valuable witness in criminal cases.

Commissioner NEWMAN. He is called out of the city sometimes, and sometimes he is used for the Government, by the Department of Justice, in the prosecution of cases.

Senator SMITH of Maryland. How much of his time is employed in this service?

Commissioner NEWMAN. I should say, Senator, fully one-half of it, and at times all of it.

Senator GALLINGER. Who is he?

Commissioner NEWMAN. Dr. D. Percy Hickling. There is a statement on page 378 of the House hearings, which Dr. Hickling prepared for the commissioners, and which we read to the House committee. It gives the complete details of the duties, which are very, very large.

Senator GALLINGER. I know Dr. Hickling well, and will be glad to testify to his great ability and skill. He ought to be well paid for what he does.

INTEREST AND SINKING FUND.

Commissioner NEWMAN. Another item in which the commissioners are concerned, in that same group, is, of course, interest and sinking fund, which will take care of itself according to what is done in the adjustment of the fiscal-relations matter.

Senator GALLINGER. Yes. That interest and sinking fund on the funded debt, the joint committee found, should be paid on the half-and-half principle, did they not?

Commissioner NEWMAN. Yes, sir.

Senator GALLINGER. That the Government was held legally for the payment of one-half?

Commissioner NEWMAN. Yes.

Senator GALLINGER. But the House placed it entirely on the District of Columbia, did it not?

Commissioner NEWMAN. No, sir. The House says one-half out of the revenues of the District of Columbia and one-half out of any money in the Treasury not otherwise appropriated.

Senator CURTIS. It was put in on the floor?

Commissioner NEWMAN. On the floor.

Senator GALLINGER. There has been a misapprehension on the part of some people, because they represented it to me differently.

COURTS AND PRISONS.

SUPPORT OF CONVICTS.

Commissioner NEWMAN. There is one other item in the courts which we are indirectly interested in. It is on page 67, line 16, support of convicts. The commissioners made an estimate of \$165,000 for the support of convicts for the fiscal year 1917. The appropriation for 1916 was \$90,000, with an estimated deficiency of \$60,000. That is an expense, of course, over which we have absolutely no control.

Commissioner BROWNLOW. But it will probably be much less if the reformatory is completed.

Commissioner NEWMAN. The amount of money expended for that purpose depends on the number of people committed to the penitentiaries and reformatories by the criminal courts, and, whatever it is, we have to pay the bill. As you gentlemen know, we have no penal institution for long-term prisoners, and our long-term prisoners are sent to Atlanta or to some of the State penitentiaries and are paid for by the District on a per diem basis. This is the fund from which that per diem expense is paid. The House committee made this \$100,000, instead of our estimate of \$165,000, on the theory that during the next year our new reformatory would be in operation and we would have down there a sufficient number of prisoners to reduce this item of support of prisoners by that amount. I hope that the reformatory will be in operation and that that can be accomplished. The provision as passed by the House, I think, will make that possible. Of course, if that reformatory is not in operation to receive them, that item should be increased.

Senator GALLINGER. In that case you could ask for an emergency appropriation?

Commissioner BROWNLOW. For a deficiency.

Commissioner NEWMAN. Yes; it is something we have no control over.

Senator GALLINGER. The commissioners heretofore, I think, have discussed with us these institutions, such as the Home for the Aged and Infirm.

Commissioner BROWNLOW. We will come back with the Board of Charities on that.

Commissioner NEWMAN. We will be here with the Board of Charities.

Senator GALLINGER. Very well.

REFUND OF ERRONEOUS COLLECTIONS.

Commissioner NEWMAN. There is one little item on page 87, following the National Guard items, in which we ask for the insertion of the words "or collections" in lines 15 and 16. We were authorized to make refunds in cases of assessments, school tuition charges, rents, fees, or collections of any character that have been erroneously covered into the Treasury to the credit of the United States and the District of Columbia in equal parts. We found there were certain cases that did not come under any of those headings, but would be covered by "collections," the principal ones of that character being the cases of patients at St. Elizabeth for whom a quarter's payment for maintenance had been made, and who were either discharged or died before the expiration of that time, so that they would be entitled to a refund of that balance of the quarterly maintenance payment. We could not, according to the comptroller's opinion, pay it back under the existing authorization. That is the reason we asked for the addition of the words "or collections."

Senator GALLINGER. The House put that in?

Commissioner NEWMAN. That is in the bill; yes, sir.

Commissioner BROWNLOW. And we want the \$1,500, the amount of the estimate.

Commissioner NEWMAN. We would like to have the estimate; yes.

That brings us to page 88, continuing the reclamation and development of the Anacostia River and Flats.

Col. KUTZ. This is an item of work that is performed under the direction of the Chief of Engineers and the Secretary of War. The amount authorized by the House is in accordance with the estimate, but the Secretary of War, in a letter to the commissioners, asked that the phraseology of the item be changed, for this reason, that the original language, under which they have been proceeding, provides for the acquisition of land on both sides of the Anacostia to approximately the 10-foot contour.

It was assumed that the word "approximately" would permit the acquisition of land up to certain general lines which would naturally define the parked area, or separate the parked area from the land in private ownership; but a condemnation case in court recently was turned down on the ground that the authorities had not conformed to the law in that they had included a small strip of land that was just above the 10-foot contour. To correct that condition and permit the acquisition of the land that should be acquired for park purposes, to give easy, graceful lines separating the park from land in private ownership, the Secretary of War is desirous of securing authority from Congress to condemn to lines which he has shown on a map which he has prepared and which he has referred to in the proposed phraseology.

The proposed taking line does not differ radically from the proposed taking line under the original law and is made to conform to a certain modified highway plan. If authorized, it will permit of a park following those lines. The commissioners suggest for the consideration of the committee the inclusion of the revised language. It makes no change in other conditions—that is, the conditions providing that a certain part of the cost shall be assessed against property that is benefited—and while the item is somewhat lengthy, there is involved in it only that one change, from approximately the 10-foot contour to a definitely-described taking line.

(The proposed item submitted by Col. Kutz is here printed in the record as follows:)

Insert in lieu of present item for Anacostia River Flats on page 88, lines 2–10, of the District appropriation bill now before the Senate Committee on Appropriations, the following:

"For continuing the reclamation and development of the Anacostia River and flats, from the Anacostia Bridge northeast to the District line, to be expended under the supervision of the Chief of Engineers, United States Army, upon plans heretofore authorized to be prepared; and under the conditions specified in the item for this improvement contained in the District of Columbia appropriation act for the fiscal year nineteen hundred and fifteen, said sum to be available for the preparation of plans, the prosecution of the work, the employment of personal service, and for such other purposes as may in the judgment of the Chief of Engineers be necessary to carry out the purposes of this appropriation, \$200,000. In connection with the said reclamation and development of the river and flats, the Secretary of War is authorized to acquire, for and on behalf of the United States, by purchase or by condemnation, for highway and park purposes, the fee simple and absolute title to all lands, required for said objects and not now owned by the United States, in and along the Anacostia River from the Anacostia Bridge to the center line of East Capitol Street, embraced within the area lying between the lines, one on each side of the river, following approximately the contour of ten feet elevation above the plane of mean low water at the United States Navy Yard; and the Secretary of War is further authorized to acquire for the United States, by

purchase or by condemnation, for highway and park purposes, in connection with the said reclamation and development of the Anacostia River and flats, the fee simple and absolute title to all lands, required for said objects and not now owned by the United States, in and along the Anacostia River in the section thereof running from the center line of East Capitol Street to the northeast boundary line of the District of Columbia, embraced within the limits designated 'Taking line,' one on each bank of the river in said section, as indicated on the map entitled, 'Reclamation, Anacostia River Flats, District of Columbia land map,' approved by the Chief of Engineers, United States Army, and the Secretary of War, as attested and authenticated by their respective signatures and the seal of the War Department, bearing date the twenty-fourth day of May, nineteen hundred and sixteen, recorded and filed in the office of the Chief of Engineers, United States Army (under Engineer Department File No. 12968/525); and the appropriation herein made for the reclamation and development of the Anacostia River and Flats from the Anacostia Bridge northeast to the District line, and all appropriations heretofore made for said purpose are hereby made available for the purchase or condemnation of all of the said lands hereinbefore authorized to be acquired and for the payment of amounts awarded as damages for said land, and the costs and expenses of the condemnation proceedings in the event that it is necessary to institute such condemnation proceedings: *Provided*, That if said lands or any part thereof can not be acquired by purchase from the owners thereof at a price satisfactory to the Secretary of War, the Commissioners of the District of Columbia, upon request of the Secretary of War, shall institute condemnation proceedings to acquire such lands under the provisions of chapter fifteen of the Code of Law for the District of Columbia."

Senator SMITH of Maryland. Is there any difference about the assessment provision now and heretofore?

Col. KUTZ. No, sir.

Senator SMITH of Maryland. This amendment of yours says it is to be done under the supervision of the Chief of Engineers of the United States Army.

Col. KUTZ. Yes.

Senator SMITH of Maryland. The law does not specify?

Col. KUTZ. The existing law provides that.

Senator SMITH of Maryland. The same thing?

PARKS.

CONDEMNATION OF SMALL PARK AREAS.

The next item, of small parks, I should like to see in its present form as authorized by the House.

Col. KUTZ. Yes. The item of \$25,000 for the acquisition of small parks is not a useful appropriation in its present form. The conditions that are imposed can not be complied with. One of the conditions that are set forth here in the sundry civil act of 1914 is that they must be limited to the parks shown on a certain plan on file in the office of the engineer commissioner; another is that small parks must be entirely surrounded by streets; and a third is that they must lie outside of the boundary lines of the old cities of Georgetown and Washington. The commissioners have already taken steps to acquire practically all the small triangles that comply with those three conditions, and the few that they have not purchased have either been improved by buildings so that the cost would be prohibitive, or are so far in the outskirts and undeveloped regions that the commissioners thought it would be many years before they would be needed. So that, in submitting our estimates this year, we asked that some of those conditions be modified.

We asked that we be not restricted to the territory outside of the old limits of Washington and Georgetown, and that we be not restricted to small areas that were completely surrounded by streets. There are several small triangles in the old city of Washington, two of which are on New Jersey Avenue, one near Q Street, that we think ought to be purchased as small parks. They are so small in area that they can not be used for building purposes, and are used solely for the storage of old building materials; and constitute unsightly spots in what is otherwise a very attractive section of the town.

Outside of the city there are several triangles which the commissioners had already undertaken to acquire, but they were compelled to discontinue the proceedings on account of the sundry civil act of 1914 which imposed the limitation that they must be entirely surrounded by streets. One of these triangular tracts is at the intersection of Mount Pleasant Street and Sixteenth Street, just in front of the Kenesaw apartment house. We think it would be very unfortunate if that small triangular space were used for building purposes, yet under the limitation imposed by law we can not acquire it under this small-parks provision.

Senator GALLINGER. That was put in to cover that specific case. Some of us made a great fight against permitting an apartment house to be put up where the Kenesaw apartment house is. We thought it was very unfortunate to put an apartment house at that point, which is an approach to the Rock Creek Park, but the enterprising parties who were desirous of putting an apartment house there proceeded to build it. Now, there is a body of land running out south of the Kenesaw, which is not in front of the building; it is what you would call the south part of the building, or front.

Col KUTZ. It is an extension of the land.

Senator GALLINGER. It is an extension. The owner of that came to me. I was somewhat responsible for that legislation. He says he wants to hold his property for building purposes. I could not see any reason, when there was that great apartment house there, why a proper residence or any proper structure might not be placed on that extension of the land on which the Kenesaw stands, and so I introduced the amendment which became law, and it was for the purpose of covering that specific case.

Commissioner NEWMAN. Since then, however, Senator, Mr. Brown has changed his mind and he now wants to sell it to the District for a park. He has failed in his negotiations he had on at that time.

Senator GALLINGER. And he is willing to make a park of it?

Commissioner NEWMAN. He is sorry this restriction is on it, and he wants to make a park of it.

Senator GALLINGER. Very well.

Commissioner NEWMAN. In this particular case, I do not know whether you remember it, but one-half of the cost of these triangles is assessed as actual benefits, and in that particular case, part of it, or most of it, undoubtedly would have gone against the Kenesaw apartment house, as I suppose it would have been a great advantage to them to be guaranteed that that would always be a park there; they would have had to pay very substantially for it, and what Mr. Brown wanted to build was some little one-story shops. There would have been a tailor shop or a little ice-cream shop, or something of that kind.

Senator GALLINGER. I did not understand it, I confess, because I would not have approved of that, at all.

Commissioner NEWMAN. The way I happen to know about that is that a little tailor to whom I send my clothes sometimes to have cleaned and pressed in the neighborhood where I live now came to me at my house one morning at half past 8, and it appeared that he had made a deposit with Mr. Brown to buy this property, and then when he went to get the abstract of title he found that these condemnation proceedings had been instituted, so that he told me the character of structure he contemplated building. I think perhaps the situation now is a little different from what it was at the time the matter was brought to your attention.

Senator GALLINGER. Well, you will prepare an amendment, or perhaps you have an amendment covering what you want?

Col. KUTZ. The suggested language is on the right-hand side of the page.

Senator GALLINGER. In your estimates?

Col. KUTZ. Yes; just as we put it in the estimates. It removes the two restrictions that I spoke of. There is another case at the intersection of New Hampshire Avenue or Park Road and Sherman Avenue that we had started to condemn and were stopped.

Senator GALLINGER. That is in this section under the head of small parks? That covers what you want?

Col. KUTZ. Yes. We have confidence in the wisdom of the Senate committee.

ACQUISITION OF DEAN TRACT.

Commissioner BROWNLOW. In relation to the item for the acquisition of the Patterson tract at a price of \$500,000—that is one of the large tracts. There are 10 or 12 baseball diamonds laid out there now, and the commissioners believe that it should be acquired for public use as a park.

Senator GALLINGER. Do you think that it is worth \$6,000 an acre?

Commissioner BROWNLOW. Yes, sir. The other item refers to the Dean tract, which is bounded by Connecticut Avenue and Florida Avenue and Nineteenth Street, and apartment houses and private property on the north. It is just opposite the Highlands Apartment House. That is a very beautiful site. As Mr. Mann in the House said the other day, in his opinion, the most beautiful private property he knew of in an actually built-up part of a city in the United States. It is in the most densely populated section of the city, surrounded by apartment houses in every direction, and a section where new apartment houses are going up very rapidly. It is offered to us at \$625,000, which is based on the assessment, and which is about \$1.50 a foot. Property in all that section sells for more than that, and the expense of maintaining this property is such that very probably this is the last chance to acquire it as a park. The owners probably will sell it for development. It should be retained for the beautification of the city and for a park in a crowded section of the city that has few small parks.

There have been very few sales of property in that section of the city for a good many years at a price as low as \$1.50 a foot. I have had the assessor make some figures on that. There was one

small lot on Nineteenth Street that sold in 1912 for \$1.10 per square foot. On Nineteenth Street a sale was made in 1915 at \$3 a square foot. On Florida Avenue, facing it, there were sales at \$2.20 and \$4 a square foot. The property immediately opposite, on Connecticut Avenue, occupied by St. Margaret's Church, was purchased in 1895 for \$4 a square foot. Another lot, in the next block, sold a few weeks ago at the same price. That property is so strongly held and is so valuable that there have been few sales in that community, but we do believe that at \$1.50 a foot, \$625,000, for the Dean tract is a low price.

Commissioner NEWMAN. There was a sale on Columbia Road at \$2.25 a foot. The prices all around there are higher. I happen to know that one of the most enterprising apartment house builders in the city is negotiating for the sale of the property, and if the Government does not buy it, it is going to be cut up and put into apartment houses, the same as the Barber tract and the Truesdell tract, and others not so attractive.

Commissioner BROWNLOW. Another difference between this and Meridian Hill and Montrose Park and others that have been purchased is that it will require very little to make it available for use, because it is beautifully planted with trees, it has a masonry retaining wall on two sides and handsome driveways, and it is practically ready for occupation as a park.

One very interesting thing about it is that in that property is what some people say is the largest oak tree in America; certainly it is one of the largest. It has a spread of more than a third of an acre.

The land is high and affords a view of the city and is desirable for esthetic purposes, and it is also desirable for social reasons, because it is in the most congested part of the population of Washington.

Commissioner NEWMAN. I should like to remind the committee that it has been several years since any new park has been purchased in the District.

Senator SMITH of Maryland. Everybody I hear speak of this tract speaks of it in the most glowing terms.

Senator GALLINGER. We will look those two propositions over.

(At 1 o'clock, p. m., the subcommittee adjourned, subject to the call of the chairman.)

DISTRICT OF COLUMBIA APPROPRIATION BILL, 1917.

TUESDAY, JUNE 20, 1916.

**UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
*Washington, D. C.***

The subcommittee met at 10.30 o'clock a. m. pursuant to call, John Walter Smith presiding.

Present: Senators Smith of Maryland (chairman), and Dillingham.

Also present: Oliver P. Newman, president of the Board of Commissioners of the District of Columbia; Louis Brownlow, commissioner; and Lieut. Col. Charles W. Kutz, Corps of Engineers, United States Army, Engineer Commissioner of the District of Columbia; Daniel E. Garges, chief clerk; Daniel J. Donovan, secretary to the Board of Commissioners; John Joy Edson, president of the Board of Charities; Dr. George M. Kober, member of the Board of Charities; and George S. Wilson, secretary of the Board of Charities, appeared.

**STATEMENT OF THE COMMISSIONERS OF THE DISTRICT OF
COLUMBIA—Continued.**

Col. KUTZ. Mr. Chairman, there are several items that the commissioners would like to go back to, if it pleases the committee.

The CHAIRMAN (Senator Smith). You may proceed, sir.

FISH WHARF AND MARKET.

Col. KUTZ. There is an item on page 21, lines 7 to 14, that was passed over—the item for completing the construction of market buildings on the site of the present municipal fish wharf. There, the commissioners would like to suggest two changes. One is authority for connecting the plant with the central heating, lighting, and power plant, instead of establishing a separate power plant for the sole use of the fish market. This will remove one separate power plant, and will result in economy in first cost, and economy in maintenance and operation. The matter has been taken up with the officials of the Treasury Department who are charged with the construction of the central heating, lighting, and power plant, and they are entirely agreeable to this connection. It will add very little to their load.

Senator DILLINGHAM. Have you prepared an amendment carrying out your suggestion?

Col. KUTZ. Yes, sir. It is to be inserted on page 21, in lieu of lines 7 to 14, and is as follows:

For completing the construction of market buildings on the site of the present municipal fish wharf and market, including a plant for refrigerating show cases, and ice boxes, but excluding the cold storage plant now authorized, which shall be

equipped for the accommodation of such retail business as may obtain at that point, and shall serve as a wholesale receiving and distributing point for marine and other products to be retailed in the District of Columbia, within a limit of cost which is hereby fixed at \$130,000, instead of \$185,000 heretofore authorized: *Provided*, That this appropriation and the appropriations heretofore made for the construction of said market buildings, shall be available for connecting the said market buildings with the central heating, lighting, and power plant for the purpose of securing electric light and power, \$5,000.

Senator SMITH. Then your suggestion is, instead of relying upon a power plant for this building itself, to connect it up with another power plant?

Col. KUTZ. Yes, sir; it is a very logical thing to do, with a large central plant in that immediate vicinity.

The other feature that we wish to take up is a suggestion that the scope of the original project be reduced, and that the item for a cold-storage plant be omitted, with a consequent reduction in the total cost from \$185,000 to \$130,000. This is covered by the amendment just submitted. The original project contemplated not only a series of stalls on the first floor for retail and wholesale business, with refrigerated show cases and ice boxes, but, also, on the second floor, a cold-storage plant for the reception and storage of fish and other products, both of the sea and of the land; in other words, a small municipal cold-storage plant. We have developed plans to carry out that idea, but in doing so have made further studies as to the economy and the advisability of such an installation.

In the immediate vicinity of this fish market there is a large cold-storage plant under private ownership and private operation; and the commissioners have finally come to the conclusion that it is inadvisable to provide for cold storage in this market building. We fear that it will not result in the economy that was first anticipated, and that it may not even be self-supporting. We would like to omit that feature of the project and develop merely a fish market, retail and wholesale, with a refrigerating plant only large enough to refrigerate the ice boxes and show cases of the various stalls and market spaces but not attempt to install on the second floor any cold-storage space.

Senator SMITH. You speak of this private cold-storage plant. Is your suggestion to use that in connection with this in any way?

Col. KUTZ. We feel that that will serve any public need that may exist; that any fish or food products that come in there that need cold storage can be accommodated in this private plant, and that the very size of the private plant makes it possible to provide refrigerated storage at very much less cost per cubic foot than it could be provided in a small municipal plant.

Commissioner BROWNLOW. In other words, we do not believe that with a plant of this size we could economically compete with the private plant in long time cold storage. We do need a small refrigerating plant.

Col. KUTZ. It will be possible at any future plant to provide such cold storage, if subsequent investigation shows it to be economical, simply by putting a second story on the building that we now propose to build; but we think it is unwise to do it now.

Senator DILLINGHAM. What is the private company to which you refer?

Col. KUTZ. It is the Washington Market Co

Commissioner BROWNLOW. One other thing that I think I can say in that connection is that after it was proposed to establish a cold-storage plant there, a very much more careful examination was made of the character of the products that come in at that point, and we discovered that a vast quantity of fish and other products that it was assumed would be susceptible of being placed in cold storage are in such condition when they actually arrive at Washington that we could not store them; and that is one other factor that caused us to reach this determination.

Senator SMITH. It seems to me that if there is anything that is essential in the keeping of these perishable foods, fish, etc., it is cold storage.

Senator DILLINGHAM. I understand they propose to have cold storage in each individual stall.

Col. KUTZ. In each individual stall or market space there will be brine pipes that will cool and refrigerate the show cases and the ice boxes, so that each individual shopkeeper will have cold storage; but there will not be a central municipal cold-storage plant at the market.

Commissioner BROWNLOW. For the storage of food products for a considerable length of time.

Senator SMITH. What is the next item?

RETAINING WALL, CANAL ROAD.

Col. KUTZ. On page 26, lines 17 and 18—an item of \$10,000 for the reconstruction of the retaining wall on the south side of the Canal Road.

This work was initiated last year by an appropriation of \$5,000. The commissioners, in their estimates for this year, included an item of \$10,000 for continuing the work. The House authorized the amount which the commissioners recommended. Conditions, however, have changed very recently. There have been two additional breaks in the wall, one within the last week, so that the wall which we thought could be repaired gradually over a period of years has shown itself to be so weak that it ought to be completely repaired as quickly as possible.

Senator DILLINGHAM. Does that necessitate the relaying of the whole wall?

Col. KUTZ. It necessitates the relaying of about 2,000 feet of wall. The wall is a loose rubble wall, founded partly on rock and partly on earth, and it is gradually caving into the canal. We have had four breaks in the last year. We are proposing to replace it by a concrete wall, and have already undertaken the work in a small way. The estimated cost of the total work to be done is \$50,000—2,000 feet of wall, at \$25 a lineal foot. We ask that this item be increased to \$25,000. We feel that that amount can be advantageously and economically expended during the next year. As I say, it is not covered by any estimate, but is a special case. The last break developed in the storm of last week.

AQUEDUCT BRIDGE.

Senator SMITH. What is the next item?

Col. KUTZ. On page 30, line 20, in the item of \$45,000 for the construction and repair of bridges, we should like to insert the following language:

And this appropriation shall be available for the maintenance and repair of the superstructure of the present Aqueduct Bridge across the Potomac River.

That was the intention when the item of \$45,000 was prepared. We do not ask for any additional money, but merely to make it clear that this item shall be available for that purpose. The need for it is due to the fact that in connection with the appropriation for the new Aqueduct Bridge Congress appropriated, in response to an estimate made by the local engineer officer of a special fund for the repair of piers, an item of \$25,000 which is not specially limited to work on the piers; and to render the matter clear we should like to have it understood that this \$45,000, which has already been accepted by the House shall be available in part for the superstructure of the Aqueduct Bridge. The matter has been taken up with the War Department, which is charged with the care of the bridge piers.

Senator SMITH. Was this suggestion made to the House?

Col. KUTZ. No, sir.

Senator SMITH. Or is this a new suggestion?

Col. KUTZ. This is a matter that has come up since.

Senator SMITH. Very well. What is the next matter, please?

Col. KUTZ. The water department.

ENROLLMENT FOR NATIONAL GUARD.

Commissioner NEWMAN. Senator, there are one or two supplemental estimates that have been submitted since the regular estimates were submitted, and which have been transmitted by the Secretary of the Treasury, to which we should like to call your attention.

The first is an estimate of \$8,000 for making an enrollment of citizens of the District of Columbia for the National Guard. After our estimates had been sent to the Secretary of the Treasury last fall the commanding general of the National Guard of the District of Columbia wrote a letter to the commissioners calling their attention to an act of Congress of 1889 which required the assessor of the District of Columbia to make an enrollment of all male adults of the District of Columbia for the National Guard. We did not know, at the time we received that letter, that there was such a law. Apparently it had never been administered. We investigated the matter and had our corporation counsel look into it, and found that under the law it is mandatory upon the assessor to keep an enrollment of all people in the District of Columbia who are subject to militia duty. We are entirely without facilities to comply with that law.

Senator SMITH. You have no means of doing this work?

Commissioner NEWMAN. We have no way to do this work at all with our present organization. We had an estimate made by the assessor of the expense of making that enrollment. He estimates that it will be \$8,000, and we submitted it as a supplemental estimate. We should like to have it included in the bill. It is a duty mandatory upon the assessor, but one which he can not perform without the means with which to do it.

PRINTING REPORTS OF COMMISSIONERS, ETC.

Another supplemental estimate is one of \$5,000 for printing the reports of the commissioners for the various departments and officers of the District government. Until recently these reports have been sent to the Government Printing Office, and the composition or setting up of the type has been done by the Government Printing Office without any special direct charge to the District of Columbia, but this coming year the District will be required to pay for the composition as well as for the printing, and we estimate that the composition expense will be about \$5,000.

Senator SMITH. Why should it not go on as it has in the past?

Commissioner BROWNLOW. The theory has been that as these reports were made to Congress, Congress should bear the expense of composition.

Commissioner NEWMAN. The Joint Committee on Printing have imposed that condition.

Senator SMITH. They have refused to continue the printing as heretofore?

Commissioner NEWMAN. We have always paid for the printing of the reports.

Senator SMITH. But the composition has been free?

Commissioner NEWMAN. The composition has been done without special charge to the District.

Senator SMITH. Now the Printing Committee require you to pay for both?

Commissioner NEWMAN. They require us to pay for both; yes.

Senator SMITH. What is the next matter?

Commissioner NEWMAN. We come next to the water department, Senator.

WATER SERVICE.

Senator DILLINGHAM. What page is that?

Col. KUTZ. Page 88. The jurisdiction over the water service is divided between the War Department and the District commissioners. The War Department has jurisdiction over the aqueduct and the filtration plant, and the commissioners have charge of the distribution. Heretofore the cost of maintaining the aqueduct and filtration plant has been covered by a special appropriation under the half-and-half system, expended directly by the War Department. The cost of maintaining the pumping plants and the distribution system has been paid out of the water revenues.

This year the House changes the arrangement which has existed heretofore, and provides that the cost of maintaining the aqueduct and filtration plant shall be paid out of water revenues. Now, that means one of two things, either that the water rates must be increased to cover the additional expenditure, or that the work of extending the system must stop, or must go ahead more slowly.

Senator SMITH. You say the revenues are not sufficient to take care of the War Department aqueduct?

Col. KUTZ. Not to do that and proceed with the laying of mains to meet the growing demands for water as we have done in the past. We have just about made ends meet. During a period of years we have at times been forced to come to Congress for loans to make

special extensions. Those loans were usually made with the understanding that they would be paid back during a term of years, but this means taking \$133,000 a year out of water revenues, and means a reduction in our projects for expenditure of just that amount.

Senator SMITH. Do you mean to say that \$133,000 a year would be required for the War Department service?

Col. KUTZ. Yes, sir; that is the amount that is appropriated.

There is an item on page 91, at the bottom of the page, line 20, as follows:

For the fiscal year 1917—

Presumably meaning 1918—

and annually thereafter, estimates in detail shall be submitted for the appropriations required for continuing the extension and maintenance of the high service system of water distribution.

We feel that if that language is left in the bill, but the aqueduct and filtration items appropriated for just as they have been in the past, a year hence we can intelligently start under the new system. In other words, we can submit our estimates for the next year and Congress can then directly appropriate what is necessary for the extensions, if anything is necessary, other than those that can be paid out of the water fund. But to insert these items under the water fund this year, without making any direct appropriation for extensions is going to handicap the system for one year.

Senator DILLINGHAM. What is the amendment you propose?

Col. KUTZ. We suggest that the items for the Washington aqueduct and filtration plant, on page 88, lines 23 to 25, inclusive, and page 89, lines 1 to 15, inclusive, be appropriated for as heretofore, and that the language on page 91 be retained, merely making it the fiscal year 1918 instead of 1917. That would give us a year in which to get ready for the new system, submit our estimates in detail to Congress, and have action taken.

There are two other items in connection with the water department. One is on page 90, line 1—"master mechanic, \$2,000." This master mechanic has also been acting as a member of the board of examiners of steam engineers, and until May, 1916, he has been getting \$300 for that service in addition to his \$2,000. The legislative bill which became a law in May forbade the payment of two salaries to any one individual where the aggregate amounted to more than \$2,000, unless specially authorized by Congress. We should like to get specific authorization for a continuance of the payment of \$300 to this man.

Senator SMITH. The payment of \$300 for the service he renders as an examiner of steam engineers? Is that right?

Col. KUTZ. Yes, sir. It is the examining board for licensing steam engineers; and the language that we suggest is the insertion, after "\$2,000," of the words "and \$300 additional as a member of the board of examiners, steam engineers." That will then make necessary a corresponding change on page 11, line 8, because it will only be necessary to provide there for two members of the board at \$300, instead of three.

Commissioner NEWMAN. It makes no difference at all in the amount appropriated.

Col. KUTZ. No; it makes no difference in the amount of money appropriated.

Senator SMITH. It makes no extra appropriation, except to allow him what he has been heretofore getting?

Col. KUTZ. Yes, sir.

On line 13, page 90, under "Contingent expenses," the commissioners would like to suggest an increase in the amount from \$4,800 to \$7,200.

Senator SMITH. For what reason?

Col. KUTZ. Heretofore and for a number of years the water department has maintained a small printing press, has paid the skilled laborers to operate the press, out of the appropriation for high service, and has purchased the materials for printing, paper, and ink from the contingent fund. Under a recent ruling of the auditor, the employment of printers or men acting as printers out of any fund than the contingent fund is held to be contrary to the requirements of this appropriation; in other words, that the item for contingent expenses must bear all the costs of printing, labor, as well as materials.

This does not involve an increased appropriation. It merely means that a part of the general appropriation for high service is specifically set aside for contingent expenses, and makes no change in the practice that has existed for many years past, but corrects what the auditor believes is a defect in our practice.

Senator SMITH. At the same time, you are asking for an additional appropriation of \$2,400.

Col. KUTZ. Yes, sir.

Senator SMITH. Has that been cut down in proportion?

Col. KUTZ. On page 91 the balance that is not specifically appropriated is appropriated for continuing the extension and maintenance of the high service, so that, by increasing the general item of contingent expenses \$2,400, the balance will be reduced by a corresponding amount.

Commissioner NEWMAN. We will have just that much less to spend for that purpose.

HOLIDAYS FOR PER DIEM AND DAY LABORERS.

Col. KUTZ. On page 92 the commissioners included in their estimates an item that was not included in the bill as prepared by the House. It provides for giving per-diem employees legal holidays with pay. The per-diem employees of the District of Columbia receive only one holiday in the entire year for which they are paid, and that is Labor Day. We feel that they are discriminated against in comparison with Federal employees, who are allowed the usual legal holidays, and are paid for those days, but the District employees get only the one day—Labor Day. We ask for the insertion of the following amendment:

That all per-diem employees and day laborers of the District of Columbia who have been continuously employed for five working days next preceding such days as are legal holidays in the District of Columbia, and whose employment continues through and beyond said legal holidays, may, in the discretion of the Commissioners of the District of Columbia, be granted leave of absence with pay for said legal holidays.

This will merely put them on the same basis as Federal per diem employees.

Senator SMITH. As I understand, you ask that day laborers, who are employed by the District from day to day, shall be allowed the same privilege as Federal employees of the same class?

Col. KUTZ. Yes, sir.

Senator SMITH. Regardless of how long they have been in your employ?

Col. KUTZ. If they have been employed for five days next preceding the holiday.

Senator SMITH. Then they shall be allowed how much holiday?

Col. KUTZ. They shall be allowed the one day—that is, the day following that period.

Senator DILLINGHAM. That is, if they continue to serve after that.

Col. KUTZ. If they continue to serve after that.

Commissioner BROWNLOW. This refers to such days as the Fourth of July, Christmas, and Thanksgiving.

Senator DILLINGHAM. That would cover your snow handlers on the streets preceding Christmas?

Col. KUTZ. It would cover everybody; yes, sir. Practically all the snow handling is done by the "white wings," who work continuously throughout the year. The last two years we have employed no extra labor for snow handlers. We believe that the same conditions surround the employment of per diem men in the District of Columbia as surround Federal employees, and they are all paid for legal holidays.

That is all we have, sir.

STATEMENT OF JOHN JOY EDSON AND GEORGE M. KOBER, MEMBERS, AND GEORGE S. WILSON, SECRETARY, OF THE BOARD OF CHARITIES OF THE DISTRICT OF COLUMBIA.

Senator SMITH. As I understand, Mr. Wilson wishes to be heard.

Mr. WILSON. Mr. Edson, the president of the board, would like to make a preliminary statement on charities and corrections.

Senator SMITH. Gentlemen, we do not want unnecessarily to cut you short, but you must remember that we have only about 10 days left of the fiscal year, and we should like very much to get through with this hearing, so that we can come to some conclusion about this bill and get it through. In order to do that, we shall have to work with considerable dispatch.

SITE FOR MUNICIPAL HOSPITAL.

Mr. EDSON. There is just one very important matter about which I wish to ask a few minutes' indulgence. All the items of the Board of Charities have been gone over very carefully by the board; but one of the members of the board, Dr. Kober, and our secretary, will give the details as we go along.

The matter to which I wish to call the committee's attention is the site for the municipal hospital. I have been a member of the board ever since it was organized. Most of that time we have been endeavoring to secure a municipal hospital to take the place of the Asylum Hospital. It is one of the most humane demands of Washington at this time, and has been for many years. It is a part of the community that has not been provided for.

Senator DILLINGHAM. Those of us who have investigated it fully appreciate that fact.

Mr. EDSON. Our board have felt this very keenly, and from year to year they have come up to Congress and urged that this be provided for. Finally they did appropriate money to secure a site. The commissioners, in my opinion, were very fortunate in the site that they secured. It seemed to Congress at the time, however, that it was out of town, but on one occasion I said to the committees that it would not be a great many years before our children would see that site in the center of the town.

Senator DILLINGHAM. That is the site of the Tuberculosis Hospital at the present time?

Mr. EDSON. Yes, sir. The commissioners selected 32 acres, and afterwards two or three more acres. I think it now amounts to 35 acres.

In all such cities as Baltimore, Philadelphia, New York, Boston, Cleveland, Chicago, London, Paris, and Vienna, they have hospitals in the center of the town, but with little or no grounds around them. Some of them are in blocks. Some have very little ground. Most fortunately, however, in this instance there was a tract of 35 acres secured which will be in the center of the city, and convenient for the administration of this hospital.

Some of our fellow citizens have raised an objection to this site. I have not said anything about it in public. This is the first that I have had to say about it, except in our board.

Those people are greatly mistaken. They apprehend an imaginary objection, in my judgment.

Senator SMITH. Do you speak of the site in connection with the Tuberculosis Hospital?

Mr. EDSON. Yes; what will be the Municipal Hospital. It may be that some day the Tuberculosis Hospital will go farther into the country; but the main thing that we want to accomplish is to secure a municipal hospital for the people that are down at the asylum.

Senator SMITH. Then, if I understand it, your judgment is that the selection of the site in connection with the property at the Tuberculosis Hospital is a proper selection?

Mr. EDSON. That it is a wise and a proper selection. Now, all I wish to say is this:

These people, I think, are apprehending an imaginary objection to this site. I will give you an illustration. A short time ago a man left a large amount of money to build a home for old gentlemen. The company with which I am connected was made the trustee, and I particularly had charge of the establishment of that home. We selected a place just beyond this place—5 acres—to build this home for old gentlemen. After it was selected, many objections came in to this home being built there from these very people and this very association. They wrote me letters and protests, and all that sort of thing. I was just as certain then as I am now that they did not know what they were about. One signed his name, "Yours, with the loss of all respect," because I insisted upon this home being located there. The home is built. It is a very beautiful home. In the grounds about it are flowers and shrubbery and seats, and it is the most beautiful place in that section of the city.

I apply that very situation to this hospital. Here is a hospital unlike any other in all the cities that I know of where these municipal hospitals are located. It has this large acreage. The buildings are

going to be of a good class. They are going to be in the center of this property, practically, well laid out. There will be walks, there will be trees and shrubbery and seats and fountains—everything to make it attractive; and if these people knew what it will be, they would petition you to have the buildings erected on the present site.

Senator SMITH. I take it for granted that it does not matter where you might select a place for a municipal hospital; there would be an objection to it on the part of somebody.

Mr. EDSON. I have no doubt of it; and where you would go, I do not know.

Senator SMITH. And especially on the part of the people in that locality. The fact of its being a hospital for the poor, I suppose, of itself would raise an objection on the part of the people in that locality, would it not?

Mr. EDSON. In any locality.

Senator DILLINGHAM. Mr. Edson, I think I know precisely what their thought was about it. I was invited by a friend who lives out there to go out one day. I drove out and I was rather surprised to see the extent and character of that neighborhood. A large number of modest homes have gone up, detached houses. They really have a very fine community beyond this site, and they are panic-stricken over the idea of having a municipal hospital there, which they say is going to be filled up largely with colored people; and the poor of the city, they think, are going to float on to them and are going to injure their property. That is the thought they have. Especially, I think, their minds dwell upon the number of colored patients that will be treated. What have you to say about that?

Mr. EDSON. I think the objection that they imagine is not well founded. You take Washington City from First Street to Fourteenth Street and north of M Street or N Street and it is filled with colored people clear up—that is, not to the Saul subdivision to which you refer. It is going to be the colored portion of our city. It is to-day, and is going to be. Now, there would not be 1 per cent of the number of sick people or undesirable people, colored people, going in and out on the cars or in that hospital that there will be in everyday experience. You do not add anything of any consequence in that respect to that section, and they overestimate that trouble largely.

Since this hospital has located there—that is, the site—all those buildings have been erected, every one of them, and built up all around it. If I were going to build a residence fronting on this site, I would rather have this hospital there than not to have it, because I would have those beautiful grounds; and I think they are mistaken about that.

Take Vienna, for instance, if you have been in Vienna, Austria.

Senator DILLINGHAM. I have.

Mr. EDSON. The hospital there has the finest residences in the city around it. They have no objection to it. As far as the colored people are concerned, their things will be kept scrupulously neat, and everything will be sanitary in the administration of this hospital.

There is one thing that I feel very keenly about in this matter. I have been on this board for a long time. I believe I am the only member now on the board who was appointed when it was organized. Every member of that board from the time it was organized, every

commissioner since that board was organized in 1890, has urged this municipal hospital in behalf of humanity.

Senator SMITH. There is not any question in regard to it. I think the hospital that they have here now is a disgrace to the city.

Mr. EDSON. Here we are up to this point. We have the site, and here is another serious objection that is going to throw us over maybe for 5 or 10 or 15 years longer.

Senator DILLINGHAM. I asked the question that I did merely to clear the air. They made the suggestion to me that the hospital might be located on the reservation where the old buildings now are. That was the only suggestion they could make of a change. I asked them where the hospital might properly be located other than on this site, and that was their suggestion. What do you say to that?

Mr. EDSON. What I have to say to that is that that reservation interferes with the extension of the avenues and streets. The jail or the hospital never should have been located there; and at the time when we got this up there was objection on the part of the District and the General Government and Congress itself to locating it there. As far as the Board of Charities are concerned, or I myself, as far as the hospital is concerned, if they should build the hospital there I would be perfectly satisfied. What we are after is a hospital. What we want to see is something that will be to the credit of the capital.

Senator DILLINGHAM. We are all after that.

Mr. EDSON. Yes; but if we are going to be interfered with in this way, and objections are going to be raised at all times to one place or another, we are going to have great difficulty in getting anything. I know a great many people out there. I have not talked with them much. I have offered to talk with them, but they have not invited me to go out there to speak to the association. If they had, I would have talked to them just as I am talking to you. I believe that no site that you will ever select will be so appropriate and so convenient and suitable in every respect as the site that has been selected by the commissioners.

Commissioner NEWMAN. Senator Smith, with your permission, I should like to make a brief statement on this same subject.

First, answering Senator Dillingham's question about reservation 13, which it was suggested to him might be used, I think there is no doubt but that the degree of feeling against a hospital on that site is just as great among the people of that section as the degree of feeling among the people in the vicinity of Fourteenth and Upshur Streets. There are not so many of them, so that the feeling will not be so apparent, but the depth of their feeling is just as strong; so that a proposal now to change the site and put the buildings there would produce exactly the same sort of situation that we have with reference to the site at Fourteenth and Upshur Streets.

Senator DILLINGHAM. Does this result from having had them there?

Commissioner NEWMAN. No; not particularly from having had the hospital there; more particularly from having had the jail there, the smallpox detention hospital, the leper detention camp, the crematory, and the other things, rather than the hospital, although the feeling spreads over to and includes the hospital.

Another objection is that logically that area will come within the Anacostia parking plan. When those flats are reclaimed, and that

parkway is made up on both sides of the Anacostia River, Reservation 13 should fall within that beautification area.

Another element in the situation is this: The site upon which it is now proposed to build the hospital was purchased in 1900. For 16 years every one who has bought and built in that neighborhood must have done so with the knowledge of what was contemplated. Since 1906 the first unit of this hospital has been in existence up there. Now, there was identically the same protest against building the Tuberculosis Hospital there that there is now about building this general hospital, and yet the events since 1906 have shown that that apprehension was not well founded, because it has in no way retarded the development of the community. That community has gone right up there, and has partially surrounded, at least on the south and west, the Tuberculosis Hospital, entirely irrespective of the fact that it is there.

Another thing which occurs to me, which I have thought about a good deal in connection with this matter, is this, and it is the result of observation of the development of cities, not only here but in a great many cities in the United States. I have lived and worked as a newspaper man in nine different American cities, and my observation causes me to believe that a thing of this kind does not affect the development, the trend of population of a city. I do not know what it is; I do not believe anybody knows what it is that causes cities to grow in any particular direction, but when a town starts to develop in some particular direction, nothing can stop it. You might put your jail up there, or no matter what you put there; if the trend of development of a city is in a certain direction, it is going to go that way, in spite of anything that is done.

This particular kind of a public institution, when we consider that we have 35 acres there, I sincerely believe will be a benefit rather than a detriment to the community. Two years ago we obtained an appropriation of \$15,000 for plans for a hospital to be built on that site. We have expended that money. We have the detailed plans made ready, to go ahead—\$15,000 expended in plans contemplating the use of that site.

Senator DILLINGHAM. How many buildings do those plans contemplate?

Commissioner NEWMAN. Oh, there must be a dozen or fifteen.

Mr. EDSON. It is planned to meet the present exigencies with a view of extending them in the future.

Commissioner NEWMAN. As the needs require.

Mr. EDSON. As they increase.

Senator DILLINGHAM. Nobody can doubt the beauty of that site.

Mr. EDSON. It is a beautiful site.

Commissioner NEWMAN. The buildings will harmonize with the beauty of the city. They will be good-looking buildings. The grounds will be a park. It will be a very good-looking place, and I think a benefit. I think the fear of damage is the result of a misapprehension.

Senator SMITH. It seems to me one of the difficulties of getting improvements in the city of Washington is that as soon as some proposition is made your various boards get to fighting each other as to how it shall be done and where it shall be done. There is a want

of harmony among the boards here in the city of Washington. That has been my observation.

Mr. EDSON. You mean the citizens associations?

Senator SMITH. Yes, I do.

Mr. EDSON. Not the official boards?

Senator SMITH. They can not agree upon the plans. They do not seem to have any concert of action, if you will pardon me. That has been my observation, and it has been a detriment, very often, to the improvements that would naturally be made in the city.

Commissioner NEWMAN. That is unfortunately true.

Senator SMITH. It is a misfortune.

Commissioner NEWMAN. In this particular case, the two boards which have had responsibility in the matter—the Board of Commissioners and the Board of Charities—have been a unit on this thing ever since 1900, right straight through.

Senator DILLINGHAM. The whole question about this matter turns on the suggestion made by Mr. Edson, as to whether those people are right or wrong in their conception of the influence of this hospital on that reservation.

Mr. EDSON. I can sympathize with them, gentlemen. If they have that apprehension, I can sympathize with them, but they are entirely wrong. When the hospital is built and those grounds are improved, they will be glad they are there. The institution will add to the beauty of that section of the city and to their comfort and convenience. There is no doubt about it.

Commissioner NEWMAN. The Tuberculosis Hospital is on the western end of this tract.

Mr. EDSON. It is on the ground to the west that there has been the greatest development.

Senator SMITH. I have been out there. I have been over the whole ground, and it struck me as a most admirable location.

Mr. EDSON. It is. There is no question about it.

Senator SMITH. The two hospitals will not interfere with each other at all; will they?

Mr. EDSON. Not at all.

Senator SMITH. They are too far apart?

Mr. EDSON. They are too far apart.

Senator SMITH. Do I understand that there is to be a street put through there?

Mr. EDSON. Yes. It goes right through the center, from north to south.

Dr. KOBER. I may say, in that connection, that a great deal of apprehension has been expressed by the citizens as to the travel of patients to and from the hospital. As a matter of fact, all the patients will be transported in ambulances, which will naturally necessitate the opening of Thirteenth Street; that is contemplated. Consequently there can be no travel of the kind in the street cars. I also wish to add that no building will be placed within 200 feet of these broad avenues. Consequently it will be very much like the Walter Reed Hospital, which is farther north and constitutes a distinct ornament to the city.

Mr. EDSON. I would suggest that if you could visit the Walter Reed Hospital you could see how this hospital will appear, only we will have more shrubbery and more trees and things of that sort.

Commissioner NEWMAN. At the time the tract for the Occoquan workhouse was purchased there was terrific opposition on the part of people who lived in that section at the idea of having a workhouse put down there in their midst. There was a tract of 1,100 acres purchased for the workhouse, and it was done against the vigorous opposition of the people of that community. Now, there was a penal institution, not a hospital. A couple of years ago we had occasion to purchase a little additional piece of land to add to our original 1,100 acres, and we found that the value of land in that neighborhood had just doubled in the five years the institution had been down there; and now everybody in that whole section of Virginia is an enthusiastic supporter of the institution and delighted to have it there. That was a penal institution.

Senator SMITH of Maryland. Gentlemen, what is next?

CHARITIES AND CORRECTIONS.

BOARD OF CHARITIES.

Dr. KOBER. Mr. Wilson will present the details of our items Mr. Chairman, which will unquestionably expedite business.

Senator SMITH of Maryland. We hope he will be as brief as possible. I understand, Mr. Wilson, you have had a hearing in the House, and your views have been presented upon the subject that you are now to talk about?

Mr. WILSON. Yes, sir.

The CHAIRMAN. Then is it necessary to supplement that. Is there anything in your mind different from what you have presented to the House committee, which you want to present to us?

Mr. WILSON. At your pleasure, Mr. Chairman, we should like to emphasize first what we regard as the more absolutely essential matters; some things may be said to be desirable and some things are almost indispensable.

Senator SMITH of Maryland. All right, sir.

Mr. WILSON. I should be glad, if it is your pleasure, to do that.

Senator SMITH of Maryland. As I stated before, we are very anxious to get all the information we can in as short a time as possible.

Mr. WILSON. I am sure there is no reason why I should occupy your time at length.

On page 69 I think the schedule of the charities begins, line 10. Mr. Chairman, there are a number of items there that the House did not report, but I will not take up the time with mentioning more than two on that page.

INCREASE OF SALARY OF CLERK.

The first is in line 11, where we have asked that the salary of a clerk be increased from \$1,200 to \$1,500. I just want to say that that man is very much more than a clerk. He is the man in charge in my absence, and the department, as you know, is a large department, having pretty close supervision over expenditures of about \$1,300,000 a year, and this man handles the business in that department. He is what would be known technically as chief clerk, but we do not care about the title, if you will consider his responsibilities. Among other things, he has to be a registered, qualified physician. He handles over 10,000 applications a year of these people who now have free

treatment at all these hospitals, as well as the general business of the office. I should like to urge that as strongly as I can, both in justice and fairness to the man who now holds the office, and that he may not be lost to the office.

ADDITIONAL INSPECTOR.

The other items, Mr. Chairman, are important. One is an increase in the number of the inspectors.

Senator DILLINGHAM. Where is that?

Mr. WILSON. That is in the next line on page 69, line 12. When we get an increase in the number of inspectors we have always been able to save the Government money by eliminating abuses; so that if we have an additional inspector, it will be a saving to the Government. It is not an increase in salary, but an increase in number of employees.

SALARIES OF DRIVERS.

The small changes in salaries of drivers made in line 13 are in harmony with the recommendation of the commissioners that all drivers should be put upon the same basis, at \$840. With one or two exceptions they are carried at that rate in the current law at \$840. Nine hundred dollars is recommended for the man who is in charge of the stable. We have there a stable with 10 horses and 5 vehicles, with a man in charge.

PURCHASE OF MOTOR AMBULANCES.

The next item that we regard as very important would occur after line 15. It reads:

For the purchase and equipment of three motor ambulances, \$6,750.

Senator DILLINGHAM. What line would that be?

Mr. WILSON. It would occur after line 15 in the bill. The board feels very strongly that the time has come when you should make the ambulance service more efficient by the introduction of the more modern motor vehicles to take the place of horse-drawn vehicles. If it is warranted in any service it would seem to be in the fire department and the ambulance service. There are great distances to cover, and in the hot weather it is not only cruel to animals but to people because we can not make time going 6 and 8 and 10 miles to the remote corners of the District with the old horse-drawn ambulance. We would urge that item as one of the unusually urgent items.

REFORMATORIES AND CORRECTIONAL INSTITUTIONS.

WASHINGTON ASYLUM AND JAIL.

SALARY OF SUPERINTENDENT OF NURSING.

Now, Mr. Chairman, passing on to the very foot of that page, I would only ask attention to one item there, and that is in the last line, the salary of the trained nurse who shall act as superintendent of nursing, which we recommend to be increased from \$1,000 to 1,200. We have had great difficulty in securing, and have been unable to

retain, a superintendent of nursing at this old Washington Asylum, at the present salary. Better salaries are paid in other hospitals, and Dr. Kober can assure you of that fact, that no hospital in this city has as arduous a task as that of the superintendent of the nurses, who is in charge of the training of the nurses, in charge of this large hospital which has to take all those who, for one reason and another, are objectionable to other hospitals, which can choose their patients. It is a very important and arduous position, and we hope you will consider that.

DIETITIAN (NEW).

On line 3, page 70, we would urge the item for a dietitian, at \$600, which was omitted in the House. The doctors tell us that if we can get that item and get a dietitian, as we have had at the Tuberculosis Hospital, the amount of money will be far more than saved in the food supplies and they would be made much more acceptable. The dietitian would act as an aid to the cook. It would be her business, as I understand it, to study the individual needs of patients whose appetites are capricious and try to cater to their appetites, so that they would eat the food that is needed for them; and it makes very much for discipline and satisfaction among the patients, and we have found it very successful where we have tried it at the Tuberculosis Hospital,

MAINTENANCE.

Passing, now, down to line 18, on page 70, to the item for general maintenance, the House made the amount of that fund \$45,000. The estimate was \$50,000.

Senator SMITH of Maryland. You got \$40,000 last year?

Mr. WILSON. Yes; but a deficiency of \$9,000 was incurred.

Senator SMITH of Maryland. And you asked for \$50,000 this year and they gave you \$45,000?

Mr. WILSON. They gave us \$45,000. That increased estimate is due to the increase in number of patients; and as we are obliged to receive them whether we will or no, deficiencies have been incurred and would be. You have always willingly met these deficiencies, but we dislike to incur them. If this amount is inadequate, we will be obliged to incur a deficiency.

There are several other items there that are of less importance, though we urge them all, and we will pass over everything that I feel not to be of very particular importance.

SUPPORT OF PRISONERS.

The same remark applies, Mr. Chairman, to the item on page 71, line 12, for support of prisoners. If the amount there is inadequate, of course we are obliged to maintain these prisoners and there would be a deficiency.

Senator DILLINGHAM. Are the prisoners increasing in number?

Mr. WILSON. They are not materially increasing in number. These are prisoners at the jail, where they are held only awaiting trial or deportation to penal institutions in other parts of the country. When they are convicted they are sent to other institutions, so that the numbers are not markedly increasing.

Senator SMITH of Maryland. They have given you \$4,000 more than you had last year.

Mr. WILSON. Yes. The estimate was \$52,000. The amount needed will be between \$50,000 and \$52,000. We can not tell a year and a half in advance within a closer range than that.

HOME FOR AGED AND INFIRM.

SALARY OF SUPERINTENDENT.

In line 18 of that same page we would like to urge very strongly the increase in the salary of the superintendent of the Home for the Aged and Infirm which is recommended there, from \$1,200 to \$1,600. That man has been with us now some eight years, and he is one of the most efficient men that we have been fortunate enough to secure and his salary is very low as compared with salaries for similar positions both in this and other communities.

Senator SMITH of Maryland. How many inmates have you in that institution?

Mr. WILSON. A little over 300. The maximum has only touched 350 in the winter, and then it goes down to about 300 in the summer time. It is on a large tract of 300 acres, and that man has made it wonderfully productive. He is the most successful farmer and the most successful man we have in the general outside property work in any of our institutions.

Senator SMITH of Maryland. Is he superintendent of the farm, and does he look after the agricultural interests?

Mr. WILSON. Yes; he is very expert in the direction of the farm and the management of it. That is one of the institutions you would be delighted to visit. You would be pleased to see what has been done there.

Mr. Chairman, those little items in the lines at the bottom of the page we recommend, and we urge all of them. They have been carefully considered. But we do not feel at liberty to take your time with them now, as we dwelt on them in the House.

REPAIRS AND IMPROVEMENTS.

Going to page 72, the same would apply. We would like to urge the item on lines 10 and 11, on page 72: "For repairs and improvements to buildings and grounds." The amount should be increased to the estimate of \$3,000. It is a very large plant there and unfortunately the original buildings were not as good as they should have been. The appropriation was limited, and the material—the wood-work—was of a too cheap grade, and our superintendent has done a wonderful work in reconstructing. He is substituting cement porches for wooden porches, for instance, and that sort of thing.

Senator SMITH of Maryland. Have you been getting this amount in the item for repairs yearly?

Mr. WILSON. No, Mr. Chairman. A few years ago it was \$3,000, and it has been cut down.

Senator SMITH of Maryland. But there has been an appropriation each year for repairs?

Mr. WILSON. Yes, Mr. Chairman; and at each institution that item is based upon the things necessary in each case. We think \$3,000 would be a reasonable amount, not for any extraordinary repairs, but as an annual allowance.

REPLACING ELECTRIC GENERATORS.

There is an item here which was omitted, which would probably come in after line 14: "For purchase and installation of two electric generators, \$5,000." That is on the slip pasted on the side of page 72. The board regards that as very important, and if the engineer commissioner was here he would urge it, as he did before the House committee, and I will ask you to be good enough to look at the House hearing for that. These are the original generators, and are near the end of their life. We have maintained them as long as we can. This institution is located in an isolated community, where we can not get public service, and these generators are used for pumping water and making light, and it would be a very unfortunate thing if a break should occur there before we were ready to install some new service.

ERECTION AND FURNISHING OF CHAPEL.

The appropriation there omitted for the chapel is exceedingly desirable and would be well spent if you can give it. It is not so urgent in the sense of absolute necessity. The inmates meet in the dining room when we have a meeting for religious services or otherwise.

Senator SMITH of Maryland. How many inmates did you say this institution has?

Mr. WILSON. Three hundred and fifty inmates.

ERECTION OF PIGGERY.

The third item in the slip on the side of the page is, "For purchase of material and erection of piggery, \$500." In view of this man's successful management of the farm, we urge that. It would very much enlarge his operations in the raising of pork, which, of course, contributes to the food supply. I would say that since 1911 at this institution, with a very largely increased population and with greatly increased prices of food supplies we have never increased the general maintenance fund, and we are not asking you to do it now, because so far this superintendent has been able to bring the farm up and add to the food supply to meet the increased need, and the inmates have increased from 280 to nearly 350. The farming operations have been very successful, and, of course, the food supply not only costs us less but is so much better. These old folks, many of whom can not eat the meat we buy, are well served with the fresh vegetables we get there on the farm. I think on that page there is nothing further we want to specially call attention to.

NATIONAL TRAINING SCHOOL FOR GIRLS.

The next is in line 18, page 72, the National Training School for Girls. Mr. Chapin Brown, the president, will possibly ask to be heard on their account. They have several items for the purchase of land, etc. The matters are covered in the House hearing.

Passing on over pages 73 and 74, Mr. Chairman, there seems to be no item to which we would ask unusual attention. We are proceeding now with the understanding that all our arguments submitted to the House committee are in evidence.

Senator SMITH of Maryland. Yes.

MEDICAL CHARITIES.

CHILDREN'S HOSPITAL.

CARE OF INDIGENT PATIENTS.

Mr. WILSON. There is nothing further until we come down on page 75 to line 10, where the amount for the Children's Hospital is estimated at \$16,000, an increase of \$2,000. The hospital has been earning for some years past just about that amount. Last year it earned \$15,700, and this year it has earned, in the 10 months elapsed to May 31, \$14,400, which would be a little in excess of \$16,000 for this year. The rate paid is only 65 cents a day, which is a very low rate, and we think that institution is rendering a large service for the money that the Government appropriates.

EMERGENCY HOSPITAL.

INDIGENT PATIENTS.

Passing over to line 17, on page 75, the amount for the Emergency Hospital is estimated at \$19,000. The House recommends \$17,000. I wanted to call attention to the fact that with the opening of their new and large hospital the amount of work has very greatly increased.

Senator DILLINGHAM. The number of patients has increased?

Mr. WILSON. The number of patients has very greatly increased, and in spite of the most careful scrutiny the bills have gone up, and the amount required next year, instead of being \$19,000, will apparently be in the neighborhood of \$25,000 or \$26,000. My explanation of that is this, that in the old Washington Asylum Hospital we have been obliged to care for everybody that could not be cared for otherwise. The Emergency Hospital in its old quarters received so many people from the heart of the city that it did not have room to keep patients as long as they should have been kept, and they were crowded out and sent away the first, second, and third days in order to provide beds which they must have for urgent cases. As it is now, they are able to keep a little longer those who were formerly crowded out, so that the cost has been increased.

The board has considered this matter very carefully and we feel that with the conditions as they are at the Washington Asylum Hospital, not only the physical dilapidation but the overcrowding, it can not now be helped. The board considered it could not go up to the Emergency Hospital and haul a man away with a broken leg down to that place unless they were forced to do so. Some people are getting better care than was given them before, and it is costing more.

Senator DILLINGHAM. And in addition to that, they have a larger capacity?

Mr. WILSON. That is what has caused it. It was the limited capacity before which crowded those people out when they ought not to have gone. Many of them lay downstairs in a little receiving room until we could send for them with the ambulance. What I wanted to emphasize is that it is not because we have not scrutinized it very carefully. The bills grew so much larger that it seemed to demand our careful examination. I think we were all disappointed that we could not reduce those bills. We were very careful about it. So that there will be a very large deficiency there even if the estimate is appropriated.

At the Casualty Hospital, the estimate in line 21, page 75, was \$13,500. That estimate, we think, will just about meet the bills that will be incurred.

GEORGE WASHINGTON UNIVERSITY HOSPITAL AND GEORGETOWN
UNIVERSITY HOSPITAL.

INDIGENT PATIENTS.

Now we pass over rather rapidly to the Georgetown University Hospital and the George Washington University Hospital, lines 3 and 6 on page 76. The estimate for Georgetown University Hospital was \$7,000. Georgetown University Hospital earns now, although it is not paid, more than \$7,000. It earned last year \$8,070 for indigent patients belonging to the District, but it is not a legal obligation, because in no case are we obligated beyond the appropriation. They actually took care of indigent patients up to that amount. The amount of the estimate for George Washington University Hospital was \$6,000, which is also to meet the increased bills we were unable to pay a year ago.

Dr. KOBER. I should like to add to what Mr. Wilson has said in regard to the Children's Hospital, the Georgetown University Hospital and the George Washington University Hospital, and so on, that these hospitals are caring for a great number of patients that are not being paid for. The Children's Hospital, for instance, had to contract an indebtedness of \$2,000 last year to maintain patients that were admitted by order of the Board of Charities, and could not be paid for because of the limited appropriation. It is the same way with Georgetown University Hospital and George Washington University Hospital. It seems only fair that these hospitals, as long as we have no municipal hospital where these patients can be properly taken care of, should be paid for every patient admitted upon order of the Board of Charities. There is no legal obligation, but there is a strong moral obligation, which is carried out in regard to the Emergency Hospitals, and it seems to me that this should be done with all institutions that are doing their part to maintain the patients admitted by order of the Board of Charities.

I know that the financial condition is very acute in the Children's Hospital. They have done their best, and they are not being paid for what they actually do. At the rate of 65 cents a day for a patient, they certainly ought to be paid for every patient that is taken care of, or at least for every patient that is admitted by order of the Board of Charities.

Senator DILLINGHAM. How much are they being paid a day?

Dr. KOBER. Sixty-five cents at the Childrens Hospital. Georgetown University Hospital and George Washington University Hospitals are doing the work at a dollar a day per patient, which is less than the Government could care for them. They certainly ought to be paid for every patient that is admitted on the order of the Board of Charities, because the Board of Charities would not send those patients there if we had a municipal hospital to provide for them. We sincerely hope that the estimates for these hospitals submitted by the Board of Charities may be approved in full.

Senator DILLINGHAM. How is it at the Emergency Hospital?

Dr. KOBER. At the Emergency Hospital they are all being cared for at the rate of \$1.20 a day. Of course the Emergency's cases are not admitted on order, but the board makes an investigation of the facts, to determine whether the patient should pay his own way or be paid for as a public charge.

TUBERCULOSIS HOSPITAL.

ASSISTANT RESIDENT PHYSICIAN.

Mr. WILSON. Mr. Chairman, with respect to the Tuberculosis Hospital, in the margin on page 76 there is a provision for an assistant resident physician at \$300. We have a resident physician at \$600. That institution has grown until its population is 140, whereas it was only 100 two years ago.

Senator SMITH of Maryland. How many inmates are there now?

Mr. WILSON. One hundred and forty, speaking in round numbers. There is but one person there qualified as a physician, the resident, at \$600. Of course the superintendent is a qualified physician and a specialist, indeed; but between the superintendent who has large executive duties, and the resident, they must now cover 24 hours a day. Even if they had nothing but medical work to do, still when the resident was gone the superintendent would have to try to get somebody to come there and take his place, as he does now, and that sort of thing. We can get a young graduate man for his board and \$25 a month. The institution has grown so—

Senator SMITH of Maryland. How many physicians have you there, including the superintendent who is a physician?

Mr. WILSON. Just two of the regular paid staff. We have the regular visiting staff who go there every day to see patients, but we want a resident in the institution.

Senator DILLINGHAM. How do you get a roentgenologist at \$300? He can not give his whole time for that.

Mr. WILSON. No; only a small part of his time.

PER CAPITA COST FOR PATIENTS.

Senator SMITH of Maryland. Are there any pay patients in this institution?

Mr. WILSON. None.

Senator SMITH of Maryland. What is the total cost of running this institution?

Mr. WILSON. Mr. Chairman, you are probably primarily interested in the cost per capita.

Senator SMITH of Maryland. Yes; per capita.

Mr. WILSON. For the year 1913 it cost us \$1.20 a day. For the current year it is going to be a little less on account of the increased number of patients.

Senator SMITH of Maryland. \$1.20?

Mr. WILSON. \$1.20 a day.

Senator SMITH of Maryland. That is not an excessive cost considering the average cost of these tuberculosis hospitals, I think.

Mr. WILSON. We think not.

Senator SMITH of Maryland. Some of them cost more and some of them cost less. We have one in Maryland that costs less than that, but I think we have advantages that you have not. We are in the country and buy all of our supplies that can be gotten there at first cost. It costs us about \$1.

Mr. WILSON. Yes.

Senator SMITH of Maryland. But a great many of them cost as high as \$10 a week, throughout the country.

Mr. WILSON. Yes. You probably realize that the great majority—

Senator SMITH of Maryland. We have a much larger number of patients, also.

Mr. WILSON. Yes, and I understand that a goodly number of your patients are able to be about, and attend to their own needs, and come to the table.

Senator SMITH of Maryland. Yes.

ROENTGENOLOGIST.

Mr. WILSON. A great majority of ours are far advanced. That makes a great difference in the cost of care and nursing. Dr. Kober can explain how we are able to get the services of a roentgenologist for \$300.

Senator DILLINGHAM. I understand about that.

Mr. WILSON. We have an X-ray machine now, which is a new agent for diagnostic purposes.

Senator SMITH of Maryland. Then I understand you to say your per capita is about \$1.20 a day?

Mr. WILSON. Yes. That includes, of course, everything; the salaries as well as the maintenance.

Senator SMITH of Maryland. Oh, of course; for running the hospital, it costs about \$1.20 per capita.

Mr. WILSON. Yes; but the current year it will cost less, because our unit is getting a little larger.

Senator SMITH of Maryland. Yes.

Mr. WILSON. Now, Mr. Chairman, if I may I will revert for a moment to an item that is not covered in these estimates, but the new law which was referred to by Col. Kutz applies there. I refer to the item of the pathologist at \$300. That man is Dr. Kinyon, who is bacteriologist in the health office, and we could not employ him next year unless the language in this bill would specifically authorize it.

Senator SMITH of Maryland. He can not receive two salaries?

Mr. WILSON. He can not receive two in excess of \$2,000. If it is agreeable, Mr. Chairman, we will ask the clerk of the committee to make a note of that. He will know better than I would how to correct it.

Senator SMITH of Maryland. Then, I understand the two points that you urge are the authority to employ an additional physician and also an amendment so that you can continue to employ this pathologist?

Mr. WILSON. Yes, Mr. Chairman; and the roentgenologist, at \$300. The House has provided for the apparatus, but not for the operator. It is in the estimate at \$300.

MAINTENANCE.

There is nothing, I think, now, until we come to the item of maintenance, line 22, page 76, which is \$35,000, as recommended by the House. Our estimate was \$37,000. We feel quite confident that with the increasing population \$37,000 is a conservative estimate.

Senator SMITH of Maryland. They gave you an increase of \$3,000 over last year?

Mr. WILSON. Yes; but that is more than offset by the increase in population.

PURCHASE OF X-RAY MACHINE.

In line 25 there is an item of \$2,360 for the purchase of an X-ray machine and accessories. The House recommended \$2,000. I would simply like to call attention to the fact that \$2,360 is the official estimate, every detail of which was given. That amount was the total for a whole list of instruments, and if we do not get the full amount, there are some of the things that we can not purchase. The House has reduced it to the sum of \$2,000. It is detailed at \$2,360. There is a list given in the estimates of exactly the pieces of apparatus that are required to be purchased to that amount.

Dr. KOBER. We secured estimates for this apparatus, to show every cent in the amount of the appropriation.

Mr. WILSON. Some of the items are as small as \$25. The list is published in the Book of Estimates in full detail, and we hope that you will be able to give that your attention, Mr. Chairman.

ERECTION OF BUILDINGS.

There is an item omitted from the bill, which is on a slip pasted in the margin, "For erection of buildings to afford additional accommodations for incipient cases, \$2,000." That means, Mr. Chairman, that we want to erect shacks, probably of metal. Three years ago we were given \$2,000, and that provided accommodations for 15 patients, and they have been occupied, and during the past seven or eight months, since early in the fall, we have had a waiting list, and it is a question of either enlarging the main building or building these shacks; and for the time being these are really better because they enable us to afford more privacy to the more hopeful cases that are unwilling to go into the wards where these coughing, far-advanced cases are lying.

Senator SMITH of Maryland. I suppose you always have a waiting list, do you not?

Mr. WILSON. No; it has only begun this last fall.

Senator SMITH of Maryland. How many will the present shacks accommodate?

Mr. WILSON. Fifteen.

Senator SMITH of Maryland. And the erection of this building, you think, will enable you to accommodate about 15?

Mr. WILSON. Fifteen more, at least.

Senator SMITH of Maryland. How many have you on the waiting list now?

Mr. WILSON. The number varies from day to day. It has been up as high as nine, and then it comes down to nearly nothing.

Senator SMITH of Maryland. Are your accommodations usually filled up?

Mr. WILSON. We are always filled.

Senator SMITH of Maryland. Always?

Mr. WILSON. Yes, always; as soon as a patient leaves or a death occurs the hospital notifies us, and as soon as they can disinfect the bedding we get ready for another patient.

MUNICIPAL HOSPITAL.

Mr. Chairman, at that point in the bill occurs the estimate noted in the margin for the new hospital. I take it it is not necessary to mention that further. You all know how earnestly we feel about that, and how urgent the need is.

CHILD-CARING INSTITUTIONS.

BOARD OF CHILDREN'S GUARDIANS.

Going now to the Board of Children's Guardians, there are several salary increases there, or rather increases in force, a little of which the House allowed, and we recommend it all. There was in the bill there, Mr. Commissioner, an item about the appointment of the Board of Children's Guardians.

Commissioner NEWMAN. That is thoroughly covered in the House hearings.

Mr. WILSON. Then we will pass on, Mr. Chairman. We might call attention to the fact that in line 21, page 77, the word "hereafter," which we proposed, went out on a point of order. We felt that that would be a convenience for you in getting all this out of the bill hereafter, if you would put that in. Now we pass over to page 78, going along pretty rapidly. The item for maintenance there is not quite up to the estimate, but it approaches it. I will not take your time on that.

INDUSTRIAL HOME SCHOOL FOR COLORED CHILDREN.

Under the Industrial Home School for Colored Children on page 78 there are a number of items of salaries which are worthy, and which we urge upon you, and on which you have the House hearings.

ERECTION OF BARN.

There is an item for a barn, at \$1,500, which is omitted, and that barn is very much needed, and we would be glad if you could consider that.

MAINTENANCE.

The estimate for the item of maintenance, line 16, page 78, was \$11,500. The House has increased it from \$9,000 to \$10,000. The current expenditure is practically the amount of the estimate.

Senator SMITH of Maryland. How many people have you in that institution?

Mr. WILSON. About 94. It is filled all the time. We have many applicants we can not accept because the place is filled.

Senator SMITH of Maryland. That is a little over \$100 a year apiece?

Mr. WILSON. Yes. Last year we used, with the deficiency, just about \$11,000, and this year a deficiency has been incurred, so that it will run within \$100 of \$11,500, which is the estimate. The amount expended to date this year is a little over \$11,000; so that we would urge the estimate there, if we may.

Senator SMITH of Maryland. Do you receive any revenue from the farm?

Mr. WILSON. Yes. Most of the products are consumed, of course. The only considerable revenue is from the eggs. They have gone into chicken raising, and of course produce eggs in considerable quantities and sell those.

Senator SMITH of Maryland. Then it cost \$100 a year or more per capita, plus the revenue that is received from the farm, to support these children?

Mr. WILSON. Yes. Of course that includes the clothing as well as the subsistence.

Senator SMITH of Maryland. Yes.

Mr. WILSON. The entire expense and school expenses. We have the training school there, and that includes material for that.

INDUSTRIAL HOME SCHOOL.

Now, Mr. Chairman, going through the Industrial Home School, beginning at the bottom of page 78, there is the same remark to be made, that we urge the various items, and you have the House hearings on them.

ERECTION OF TEMPORARY COTTAGE.

The little slip pasted on page 79, under the heading "Industrial Home School," refers to the white school. That item, which was omitted by the House, is "For erection of temporary cottage, \$5,000." That is a very old, overcrowded institution, and it has not been recommended that new buildings be erected because a large part of the land lies within the limits of the Observatory Circle, and there has been an understanding between the Navy Department and the Commissioners of the District that the land should be acquired by the Navy Department and the school should go out into the country. There is only a limited area now, about 14 acres, a considerable portion of which is, of course, occupied by the buildings, and it is recommended that this \$5,000 be appropriated for a temporary cottage which would accommodate about 50 additional children.

Senator SMITH of Maryland. You say this institution is likely to be moved?

Mr. WILSON. It is likely to be moved, and it certainly ought to be moved.

Senator SMITH of Maryland. Then do you think it is wise to expend \$5,000 in the erection of a cottage for an institution that is soon to be moved?

Mr. WILSON. No; that would not be lost. That \$5,000 would provide a portable building of a temporary character, one that could be taken up and moved; a cheap, portable building.

Mr. Chairman, I think we can go on rapidly for several pages and not worry you with any details. There are several items on page 80 that the House has put in, and there is an item for a new municipal lodging house which has been omitted. Mr. Commissioner, would you like to address the committee on that item of \$40,000 for a new municipal lodging house?

Commissioner NEWMAN. I think that is covered pretty well in the House hearings.

Mr. WILSON. It is a large and important item, but I think it is well covered in the hearings before the House committee.

WORKHOUSE.

I think there is nothing else on page 80 that we need take your time with, nor on page 81, until we come to near the bottom of the page, under the appropriation for the workhouse, where we urge the estimates there for those salaries that have been considered in detail and are covered in the House hearings, in each instance.

DAIRY AND FORAGE BUILDING.

On page 83, if I may go over rapidly to that, there is an item which is omitted in the estimates under the workhouse, "For dairy and forage building, \$4,000." That is for the workhouse at Occoquan. We are reclaiming the land rapidly and increasing our dairy herd. That building it is estimated will accommodate 40 dairy cattle, and there will be four silos and a forage building. Of course, the prisoners at Occoquan do all the work. This would be simply to purchase the material, and for \$4,000 we would get accommodations for 40 cattle and erect four silos and a general storage plant for forage.

REFORMATORY—MAINTENANCE OF.

Near the bottom of page 83, line 13, for maintenance, on that item the Board of Charities had a conference with the chairman of the Board of Commissioners, and we ask that this language be inserted: "For maintenance, including \$2,000 additional compensation to the superintendent of workhouse as superintendent of the reformatory."

SUPERINTENDENCE.

In developing the institution it is proposed by the commissioners, for the time being at least, to have the same superintendent take charge of both institutions. He is getting now \$2,500 a year, and they propose an additional compensation of \$2,000 annually.

Senator SMITH of Maryland. Making \$4,500?

Mr. WILSON. \$4,500. Mr. Commissioner Newman, you would probably like to speak to the committee in regard to making this an superintendent of the two institutions at Occoquan.

Commissioner NEWMAN. Yes; I think that is a very essential matter, Senators. The workhouse is very thoroughly established, and in very successful operation. It has been a long and a hard job, but it is now accomplished; it has passed the experimental stage, and is in operation. It, of course, is increasing both in numbers and its activities all the time, getting more land under cultivation all the time.

Senator SMITH of Maryland. How many acres of land have you?

Commissioner NEWMAN. One thousand one hundred.

Senator SMITH of Maryland. How many people have you there?

Commissioner NEWMAN. Seven hundred; 600 men and 100 women, on the average.

Senator SMITH of Maryland. Does this superintendent live there?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. He has his house there?

Commissioner NEWMAN. His house and subsistence, yes.

Senator SMITH of Maryland. Furnished to him?

Commissioner NEWMAN. The house is furnished; yes, sir.

Senator SMITH of Maryland. How about his subsistence?

Commissioner NEWMAN. That is also furnished.

Senator SMITH of Maryland. For himself and family?

Commissioner NEWMAN. For himself and family; yes, sir. As you know, we have had two appropriations of \$15,000 each for getting the ground ready and getting plans ready for the reformatory which will take the long-term or most of the long-term prisoners from the District, men who are now sent to Atlanta and Leavenworth and various other State penitentiaries and reformatories and paid for on the per diem basis, and thus far the superintendent of the work house has been supervising the beginning the establishment of the reformatory. We purchased 1,500 acres, in addition to the 1,100 for the workhouse, for the reformatory—about 1,400—so that we have two tracts which adjoin each other and are practically one tract now, about 2,520 acres. We will have probably 500 or 600 inmates in the other institution.

Senator SMITH of Maryland. That will be about 1,200 all told?

Commissioner NEWMAN. About 1,200 or 1,400, all told, on the average.

COST OF MAINTAINING WORKHOUSE.

Senator SMITH of Maryland. How much money has it cost to support this workhouse institution?

Mr. WILSON. How much does it cost?

Senator SMITH of Maryland. How much has it cost?

Mr. WILSON. Annually?

Senator SMITH of Maryland. Annually?

Mr. WILSON. In round numbers, \$150,000.

Senator SMITH of Maryland. It has cost \$150,000 to support it. Are there no revenues from it?

Mr. WILSON. They are just beginning. Last year there was a revenue of about \$30,000 from it from the brick and the stone. Most of the labor so far has gone into the development of the plant. We bought wild land and are reclaiming it, and are also building the buildings. Every piece of work has been done by the inmates. We are beginning to receive a revenue, and last year we had \$30,000. Most

of the common brick that went into the Central High School were made there.

Senator SMITH of Maryland. It has cost you \$120,000 to support that institution; \$150,000 and the revenues also?

Mr. WILSON. No; the revenues are not used. They are turned into the Treasury.

Commissioner NEWMAN. The revenues are not used.

Senator SMITH of Maryland. Do you cultivate the land?

Mr. WILSON. Yes.

Senator SMITH of Maryland. Do you not use those products?

Commissioner NEWMAN. Yes; we consume those.

Senator SMITH of Maryland. What other revenues are there?

Mr. WILSON. We make brick.

Commissioner NEWMAN. Nearly all the brick that went into the Central High School were made there.

Senator SMITH of Maryland. Do you give yourselves no credit for that?

Commissioner NEWMAN. We give ourselves a book credit, just on paper. Of course, that money has to go into the Treasury to the credit of the District and the United States. We can not use it or reexpend it for the institution.

Senator SMITH of Maryland. Then I understand you are spending about \$150,000 a year, and that \$150,000 a year does not receive any credit for the products of the labor that you have there?

Commissioner NEWMAN. No, sir.

Mr. WILSON. None at all.

Senator SMITH of Maryland. Can you tell me what that would be worth—the bricks that have been used for school buildings, and things of that kind?

Commissioner NEWMAN. Last year it was about \$30,000.

Senator SMITH of Maryland. About \$30,000. That would leave, then, a net appropriation of about \$120,000.

Commissioner NEWMAN. Yes. You understand, Senator, that with that kind of an institution—that is, what is known as the open treatment of prisoners—no one who has been working in that field and endeavoring to develop the theory and principle of treating prisoners in that manner pretends that it is the most economical way to do it. It would be much cheaper to have one building full of cells, and chuck them in those cells and keep them there.

Senator SMITH of Maryland. But it does seem to me—you will pardon me—that \$200 a year each to support those people is a pretty large sum of money. Compared with the cost in the various houses of correction in the States, it is far in excess of any of them, I think. I do not know what your experiments amount to, whether the improvements of the land and things of that kind amount to much or not.

Commissioner NEWMAN. They unquestionably amount to a great deal. Has there been an estimate, Mr. Wilson, of the value of the labor?

Mr. WILSON. Yes. A year ago there was an estimate made.

Commissioner NEWMAN. What is that. Of course those figures are original cost. There is a lot of original cost there.

Senator SMITH of Maryland. You mean of that \$150,000 a year?

Commissioner NEWMAN. Of the \$150,000 a year. There are many capital charges in that expenditure.

Senator DILLINGHAM. That enters into the development of the property?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. How long have you been getting \$150,000 a year?

Commissioner NEWMAN. How long is that?

Mr. WILSON. Mr. Chairman, there has not been any fixed time or fixed amount. As the commissioner has explained, this institution is just being built up. We began about five years ago, and there is no fixed per capita per annum yet. There is a per capita, but it is rapidly changing. In the report for the year previous to this they estimated the value of the buildings and the machinery.

Commissioner NEWMAN. And the equipment.

Mr. WILSON. And improvement in the real estate. The thing has not been self-supporting. I do not claim that. It is approaching self-support all the time.

Senator SMITH of Maryland. What is that 1,100 acres of land, and the buildings and machinery and all that, worth?

Mr. WILSON. The estimate runs up to something like a half million dollars. I can give you a report prepared a year ago. This is not in the current report.

Senator SMITH of Maryland. Has that cost been paid out of the appropriation of about \$150,000 a year, or has there been a separate appropriation for that?

Mr. WILSON. There was an original appropriation for land, and then there was a separate appropriation for certain kinds of machinery, and so on.

Senator SMITH of Maryland. Then I understand the land, machinery, and buildings have been paid for separately by appropriations?

Commissioner NEWMAN. No; they have all been paid for out of that \$150,000 a year.

Senator SMITH of Maryland. Not the land, however.

Commissioner NEWMAN. Not the land. The maintenance appropriation is \$70,000 a year, exclusive of salaries.

Senator SMITH of Maryland. The balance has been spent for the purpose of buying machinery and improvements generally?

Commissioner NEWMAN. What in an industrial corporation would be capital charges; permanent investment; \$70,000 is correct.

Mr. WILSON. \$70,000; and then the fuel and salaries. It runs up to about \$150,000 a year for maintenance proper.

Commissioner NEWMAN. For maintenance?

Mr. WILSON. Yes. Those three together approximate \$150,000.

Commissioner NEWMAN. That \$70,000 does not include salaries or fuel.

Mr. WILSON. I would say, Mr. Chairman, that that \$200 per capita per year, taken for institutions generally, would not be considered necessarily exorbitant, if they are doing the right thing. It depends a great deal on what they do for the men in the way of education and training—how much they earn. It is believed by Mr. Edson and the commissioners, and the penal commission, of which Judge Stafford is a member, that in the course of the next 10

years or so this institution will earn very nearly all the appropriations.

Senator SMITH of Maryland. Do they make any money for themselves in that institution?

Commissioner NEWMAN. No, sir.

Senator SMITH of Maryland. They make nothing for their families?

Mr. WILSON. Nothing; no, sir. We have felt diffident about doing that. It would be simply an appropriation from the Government, if they have not first earned their own keep. You understand with reference to this item coming in here about the reformatory—I might as well mention it now—that it is proposed to develop that institution to care for the long-term prisoners. That will be a much easier thing from the financial point of view; possibly more difficult from the disciplinary point of view. When we have men of one, two, or three years' sentence, most of them reasonably able, physical men, and intelligent, they can work to good advantage; but here at the workhouse we have the flotsam and jetsam, not 200 of whom begin to be able-bodied men. They are, many of them, physically and mentally incompetent. The superintendent has urged over and over again that if we could take away from him 200 of those men, and leave him with only 400, taking those 200 to a poorhouse, there would be a remarkable difference in the showing; but the trouble is that those men are not men who will get along in a poorhouse, because they are more or less vicious in their habits—they drink, and so on—and they have to stay in that institution for the discipline.

Commissioner NEWMAN. You asked me if any of them received any compensation for the work that they did there. There is one class that receives compensation; that is, men sent there for failure to support their families.

Senator SMITH of Maryland. In many of the institutions the prisoners work, and a part of what they earn goes to their families, or goes to them when they come out of the institution.

Commissioner NEWMAN. We have not any general system of that kind. They all work, but there is no general system of compensation for them and their families. A man sentenced there for failing to support his family is required, under the nonsupport law, to pay 50 cents a day to his family, for which a special appropriation is made.

Senator SMITH of Maryland. Does any of that come out of this appropriation?

Commissioner NEWMAN. No; there is a special appropriation for that.

Senator SMITH of Maryland. There is a special appropriation for that?

Commissioner NEWMAN. Yes.

Senator SMITH of Maryland. I must say that I feel that \$200 a year for the support of each of those people in an institution of that kind is a good deal of money.

Commissioner NEWMAN. Yes, it is expensive; but we believe that we get results which justify it in the way of improvement of the conditions—physical, mental, and moral—on the men as the result of their being there. It is much more expensive than the ordinary method of the treatment of prisoners, having them all together in one building under lock and key, where one man can sit at the door and

watch them all. There is no stockade on the place; there are no bars or cells or anything of that kind. It is the open treatment.

Senator SMITH of Maryland. These people, I assume, mentally are about equal to the ordinary class of people of that kind, are they not?

Commissioner NEWMAN. Of that kind; yes, sir; but that kind is the workhouse class that you get in the county jail and in the city jail in Baltimore on Saturday nights, where you get those who commit misdemeanors, drink and quarrel and fight; the vicious class of offenders.

Senator SMITH of Maryland. You have long-term people here?

Commissioner NEWMAN. We have no institution for long-term prisoners at all. We send our long-term prisoners to Atlanta and Leavenworth, and so on.

This reformatory for which we have purchased the tract adjoining the workhouse tract, for which we have had two appropriations of \$15,000 for preliminary work, and for which we are now asking for an appropriation for construction and development, that institution will take the long-term prisoners, and it is for the head of the two institutions, the superintendency for the two institutions, that we have asked for this \$4,500 salary.

Mr. WILSON. Mr. Chairman, on page 83, under the head "Reformatory," and the rest of page 83 and pages 84 and 85 there is a lot of material which the House has passed in response to the estimates, and unless the commissioner, or unless the committee themselves desire, we would just like to leave it with you as being satisfactory. That is your position, is it not, Mr. Newman?

Commissioner NEWMAN. Yes.

Mr. WILSON. That is to cover this new institution, the reformatory.

Commissioner NEWMAN. Yes; as it stands here it is satisfactory to us.

Mr. WILSON. That would complete our schedule, Mr. Chairman.

Commissioner NEWMAN. Of course if you desire any discussion from the commissioners they will be very glad to take it up with you in detail on any of the points, but we are very well pleased with what the House has done.

Senator SMITH of Maryland. There is no necessity for going any further, then.

Mr. WILSON. I want to thank you for the patient way in which you have heard me in this rather rambling statement. I am sorry that Dr. Van Schaick has not been able to break in on this occasion.

Mr. VAN SCHAICK. I have nothing further to add. I think it has been well said, Mr. Chairman.

(At 1 o'clock p. m. the committee adjourned until to-morrow, Wednesday, June 21, 1916, at 10.30 o'clock a. m.)

WEDNESDAY, JUNE 21, 1916.

**UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.**

The subcommittee met at 10:30 o'clock a. m.

Present: Senators Smith of Maryland (chairman), Gallinger, Dillingham, and Curtis.

Oliver P. Newman, president of the Board of Commissioners of the District of Columbia; Lieut. Col. Charles W. Kutz, Corps of Engineers, United States Army, Engineer Commissioner of the District of Columbia; Henry P. Blair, president of the board of education; Ernest L. Thurston, superintendent of schools; and Stephen E. Kramer, assistant superintendent of schools, appeared.

The CHAIRMAN (Senator SMITH). Gentlemen, we will hear what you may have to say. Without wishing to hurry you, as we have so much ahead of us and so short a time in which to accomplish it before the fiscal year is out, we will ask you to be as brief as you can.

**STATEMENT OF HENRY P. BLAIR, PRESIDENT OF THE BOARD
OF EDUCATION.**

Mr. BLAIR. We shall be very glad to answer any questions, and would like to call attention to the estimates that we have submitted, and which were the result of careful consideration, but which in a number of instances have been omitted by the House.

Senator SMITH. Mr. Blair, did you appear before the House Committee?

Mr. BLAIR. We appeared before the House committee, and in large measure set out what we probably would repeat here. We want to do all we can, of course, to follow the suggestion you have indicated and conserve the time.

ASSISTANT SUPERINTENDENTS.

In the first paragraph, under the head of "Officers"—

Senator DILLINGHAM. What page is that?

Mr. BLAIR. Page 39, sir—we have asked in our estimate for an increase of a thousand dollars in the salary of each of the assistant superintendents. The system is growing, and has grown very much. It is approaching 60,000 children now, and the burden that falls of necessity on the assistant superintendents is constantly increasing, and the salary asked, \$4,000, is not an unusual amount. In fact, it is an economical amount in connection with systems of that size and duties of that character.

CHIEF CLERK.

Under the same paragraph we have asked for a chief clerk, as we are calling him, at \$1,800. The entire finance and accounting of the school system is to-day in charge of a clerk who has made himself extraordinarily proficient. We are only able to give him a salary of \$1,000. The school appropriation that he is responsible for, or that we

are responsible for, primarily, is approximately \$3,000,000 annually; and all the details of requisitions, supplies, disbursements, salaries, and substantially both the equipment and financial detail work, are in charge of this clerk, who has by his experience rendered himself particularly efficient; and we think a \$1,800 salary for a man to care for those details is not an unusual amount. We are losing men from time to time from that office because of the fact that the salary is insufficient; and we are very much disturbed for fear that we may lose the men that we need to keep, who have been trained there, and who understand the necessities and the details.

Senator GALLINGER. Mr. Blair, my attention was diverted for a moment. Who is discharging those duties now?

Mr. BLAIR. We have a \$1,000 clerk who continues there. He is one of the men at \$1,000.

Senator GALLINGER. And you want him retained?

Mr. BLAIR. We want a chief clerk at \$1,800.

Senator SMITH. An additional clerk, or one of the three?

Mr. BLAIR. No; an additional clerk, in addition to the three. We need the additional clerk very much, and we want to take care of this man so that we will not lose him.

Senator SMITH. You expect to keep one of the clerks that you now have, but increase his salary to \$1,800, and supply his place with some one else?

Mr. BLAIR. And supply his place with an additional clerk. The result of the board's estimate, Senator, would be to give us one more clerk at \$1,000, and give us another salary at \$1,800.

ATTENDANCE OFFICERS.

Then we have asked, in our estimates in connection with the attendance officers, that we might put them in the classification of teachers, and that they might be given the longevity pay which attaches to those classifications. We also ask for two additional attendance officers. We have at the present time, to care for the entire school system, three attendance officers. We have a compulsory-education law which they are obliged to enforce. We have one in the colored system, with from 18,000 to 20,000 children in the colored schools. We have one attendance officer to look after the enforcement of the compulsory-education law in that system; and then we have two for the white schools, a chief and an assistant. The work is being done as well as we can do it under those circumstances; but we feel that for the cases that have to be looked after we should have the board's estimate of five attendance officers in all, with the longevity provisions attaching to their salaries. We educate a good attendance officer, and we can give one of them \$900 and the other two \$600 each. We get them well educated with two, three, or five years of experience, and then some one else gives them around a thousand dollars, and we lose them. Then we have the same work to start out over again.

PRINCIPALS OF HIGH SCHOOLS.

We asked, in connection with the principals of the high schools, outside of the Central—which I will pass for the moment—an increase in the salaries of the principals in the high schools from a basic \$2,000

to a basic \$2,500, with the usual longevity provision of \$100 a year for five years, reaching a maximum of \$3,000.

Senator SMITH. I see that you estimated for eight, and the House gave you nine. That is on page 39, line 15.

Mr. BLAIR. The reason for that is just what I assigned a minute ago. We formerly had all our high-school teachers at the same basic salary, and we felt that the new Central High School was large enough and of sufficient requirements in respect to discipline and management so that we should change the salary of that principal. The result was that we left the other eight in at the basic \$2,500, and we took him out and provided for him at a basic \$3,000. The House has made no change for us whatever, and put it back at the old provision. There is no increase in the number of high schools or high-school principals, but there was a change in the salary of one high-school principal.

We feel very strongly that that is one of the weak points in the salary system. We have men at \$2,000 basic. They can only go to \$2,500. They are in charge of our high schools here. Their limit is \$2,500. The last appointment that we made was of one of the high-class teachers in the service who had reached \$2,200 in salary. Under the construction of the law, that teacher will sacrifice \$300 in salary in the next two years in order to become principal of the school in which he was a teacher. That is by reason of the fact that as a principal his basic is \$2,000, whereas as a teacher—

Senator CURTIS. Why could not that be corrected by providing that this change should in no way affect the salaries of employees now in the service accepting such assignments?

Mr. BLAIR. If that provision had been made beforehand it might have answered; but the comptroller has held that the high-school principals are officers rather than teachers, and that the classification is of a different character, and that they must go in at the basic of that classification. That has happened in this particular instance at the Western High School this year. The new principal there loses \$200 this year, and he loses \$100 next year, over his former salary.

But in addition to that inequality which has worked out in that case, and in some others of a similar kind, we feel that a basic \$2,500 for our high-school principals is a reasonable and a fair amount to ask, and that it is not an extravagant amount or an unusual amount as compared with other systems and schools of the same size. So we asked for the increase of the basic of the high-school principals to \$2,500, and then we took out and made a new organization for the Central High School, which, as of course you gentlemen know, contemplates 2,500 pupils, and from the present indications of its enrollment it will have in its first year over 2,000 pupils enrolled there.

Of the other high schools, the largest one at the present time is the present Central, which has some 1,400 pupils in it, and we also have a 1,200 and an 1,100 pupil school. We have asked for an organization of the new Central High School in our estimates which seems to us a very modest request, in view of the fact that the principal there will be charged with the responsibility for a building the cost of which is about a million and a quarter dollars. He will be charged with the handling of pupils that in the first year will run over 2,000 and will reach within three or four years, we are quite sure, the maximum of accommodation there. The entering class next year already indi-

cated is over 625, and it will be larger than that, unquestionably, by September.

We have asked, for the principal of that school, that his salary may be made on a basis of \$3,000 and an annual increase of \$500. We have also asked for two assistant principals. We call one a dean and the other an assistant principal. The reason for that is that we feel that there should be two persons immediately under the principal there who will have charge of that high school—one to have charge of the boys immediately and the other to have charge of the girls. The House has been good enough to give us a dean of girls at \$1,800. That salary and that position—I do not think there would be any discussion on anyone's part about it—would go in this case to a teacher who has practically held that position for a great many years, a Mrs. Horgelsberger, a splendid, fine woman, who is in the highest group of teachers in our system and is now drawing \$2,200. She would be offered that appointment as dean. It would involve for her a sacrifice in the first year of \$400 in salary, and in the four years that it would take her to get back to her present \$2,200 it would involve a loss of \$1,000 in salary.

We feel that not merely the dean in charge of the girls, but also the assistant principal to have charge of the boys, are both of them required in that school. The principal of a school can not be charged with the discipline and government of the entire school if he has to run the masculine side of the school entirely without any help or assistance. Mr. Wilson is one of the longest in service—I think the longest in service—of any of our principals; very efficient, very highly thought of, and very highly regarded.

Senator DILLINGHAM. I am told that he is an enormous worker.

Mr. BLAIR. He takes all that any man can possibly take, and there is not any question of his not taking all he can in the new school. No man has ever been more wrapped up in his school and in its spirit and in its development than Mr. Wilson.

Senator GALLINGER. Mr. Blair, I notice that in lines 16 and 17, for an "assistant principal, who shall be dean of girls of the Central High School," you have estimated \$2,000. Even if we should give you that estimate, the excellent woman that you say will take that place would lose \$200 of her salary?

Senator CURTIS. The first year.

Mr. BLAIR. She would lose in all \$300 before she got back to the basic, but she would go ultimately to \$2,500.

Senator SMITH. She would make that up afterwards.

Mr. BLAIR. In a way she would make it up. We did that, Senator, realizing that that was unfortunate. We would be very glad to have a proviso that anyone appointed from the present system should not suffer loss of salary, if the committee thought that wise; but we also felt that it was not fair to ask, in the abstract, over a basic \$2,000 for the salary for those two positions. This was an exceptional instance at this time.

Senator SMITH. She would eventually get that back?

Mr. BLAIR. She would eventually go to \$2,500; but we have thought, in our estimate, that it might be protected. The proviso at the end of the estimate is that for the year ending June 30, 1917, each principal and the dean of the girls' school shall receive the salary

in each class next above his present salary. In other words, the proviso, both as to the high-school principals and as to the dean and assistant principal of the Central High School, would protect them in respect to their salaries.

We asked for a director of penmanship, which the House was good enough to give us. There is no change there.

ASSISTANT DIRECTOR OF PRIMARY INSTRUCTION.

On page 40 of the bill, line 3, there is a difference, which has continued for a long while, in the salary of the assistant director of primary instruction. That is the position in the colored schools corresponding to the director of primary instruction in the white schools. It has been customary to hold a salary difference of about \$400 between the director and the assistant director. Several years ago, when the salary of the director was increased from \$1,800 to \$2,200, the salary of the assistant director was left at \$1,400. We asked at that time, and we have repeated that recommendation since then, that the salary of the assistant director might be placed at a basic \$1,800, the salary of the director having been placed at \$2,200, if I remember rightly.

Senator SMITH. There was an increase in the salary of the principal, but none in that of the assistant?

Mr. BLAIR. There was an increase in the salary of the director, but not in the salary of the assistant director; and in other cases where the same relations exist the salary of the assistant has borne about that same proportion to the salary of the principal or the director.

ASSISTANT DIRECTORS.

We have asked for the assistant directors of the seven subjects—it was formerly six subjects, now it is seven, by reason of the addition of penmanship—that the longevity pay might be increased to \$100 instead of \$50 per annum. The reason back of that is this: The assistant director is now appointed at a salary of \$1,300, with an annual longevity for five years of \$50 additional, bringing the maximum salary to \$1,550. A high-school teacher who has no more qualifications, perhaps not as much, teaching these special subjects, is appointed at a basic \$1,000 and goes to \$1,800; and we actually have all through the colored system the position of director of those seven departments drawing \$250 less than the teachers in the high school who are teaching the same subjects. The result of this would be simply to give to those assistant directors a maximum salary equal to the high-school salaries. If a vacancy occurs in those positions, and we want to take the best high-school teacher that we have to fill any one of the positions of assistant director, it means a permanent sacrifice to that teacher of \$250 a year, and the result is that we are not able to use the best we have in our own system, because none of them can afford to make that sacrifice.

PLAYGROUNDS AND VACATION SCHOOLS.

On page 41 we ask for \$7,000 to cover the care, instruction, and supervision of children and salaries in connection with the playgrounds and vacation schools. We are now raising that money by

school entertainments, citizens' association entertainments given on the school premises, garden parties, every form of activity that can be invented and be within the law as to the use of school buildings, in respect to solicitation of subscriptions, etc.

We feel genuinely that an appropriation of \$7,000 in a community of this size for the work of the playground and vacation schools is not a large amount. We are raising about five or six, approximately \$7,000 by this voluntary method. It stirs up the schools during the year, and it results in inequalities, because one neighborhood will be very loyal to their school and have a very successful entertainment, and then they will reserve, as they have the right to, because it is a private function entirely, \$100 or \$200 for their own playground, and turn over perhaps as much to the public playgrounds or the school playgrounds. That gives an advantage to the communities where they are able to raise funds with greater expedition and greater ease.

Our vacation schools are valuable, but we are practically unable to do anything along that line, comparatively speaking. In those schools last summer, even with the limited opportunity, if I recall the figures now, we saved about 60 children a half school year. That is to say, they were grade-school children that were deficient in two or three subjects, and not likely to be promoted. They went to these vacation schools, and in connection with their play they got the hour or two hours a day in the subjects in which they were deficient. They were certified by their teachers at the vacation schools, who were our teachers, to have done the necessary work in the deficient subjects, and went on with their class and grade. Now, that was an average saving in the scholastic life of a year each to 30 children, in round numbers. I do not remember the exact number; and then there is all the school playground work for the children. If we could have that, it would eliminate these entertainments, which would be a saving in actual time in the schools during the year, because it takes time to prepare for them, and in a measure it interferes with the school work.

Senator GALLINGER. How many weeks of vacation school do you have, Mr. Blair?

Mr. BLAIR. We open early in July, and the schools, the playgrounds, and gardens close about the middle of August. It is a six weeks' term of work.

Senator GALLINGER. And the teachers are paid from this fund which is voluntarily raised?

Mr. BLAIR. This fund, raised in the way that we have described. We have not a cent of appropriation from the public funds for that purpose; and I think probably—this may be a little too broad a statement—I think we are the only city in the country that is doing this work by voluntary subscription. It is a part of the municipal function, and universally recognized as such everywhere else.

Senator SMITH. Do these vacation schools serve any children that would not have the opportunity to attend school at other times?

Mr. BLAIR. Not in any large measure, sir. I do not know that they do at all. I think probably the answer would be that they do not, because the compulsory education law would put the child in the school during the balance of the year, and we would hardly get in the summer time the children who go to our night schools. Of course, they

are all of them employed in the daytime, between 9 and 4 or 5 in the afternoon.

LONGEVITY PAY.

Our estimate for longevity is slightly larger than the House has allowed us, but the principle is recognized by existing law, and if there should be a deficiency we would appeal, as we have in the past, with confidence, to have it made up. We have a deficiency this year by reason of not accepting the school board's estimates a year ago. We have a deficiency of about \$35,000 in our estimates this year.

Senator CURTIS. In the longevity department?

Mr. BLAIR. In the longevity appropriation. The appropriation, I think, was \$425,000, if I remember rightly, and the deficiency will be not quite \$35,000, and the teachers will have to wait.

Senator SMITH. They have allowed you \$450,000 this year?

Mr. BLAIR. They have allowed an increase of the amount to \$450,000.

Senator SMITH. You asked for \$485,000?

Mr. BLAIR. Which, on our estimates, would be a deficiency of about \$35,900 again; but the fact remains that this year, if we had had about \$460,000, we would have gotten through; so we may get through with this. Of course, that longevity item depends on the persistence in service of the teaching force. If there are any large changes, and new teachers come in, taking the place of teachers of long experience, under those conditions they are eliminated.

NIGHT SCHOOLS.

The next item is in connection with the night schools, on page 42. The appropriation which we have had for a number of years has been \$17,500, and last year it was increased to \$20,000, which I believe is repeated now. Those night schools are doing a remarkable work in this city. They are crowded. They are popular. They are meeting a very evident demand of the community for that kind of an opportunity. It is not merely the children, but it is the grown-ups, that seek the benefit of those schools. We are, under the present conditions, able to open them about five months in the year.

Senator SMITH. Under a compulsory law the children would not receive as much benefit from the night schools, I presume. Do you find children going to these night schools, as well as to the day schools?

Mr. BLAIR. In very large number, Senator, because we find this: We find, as they do everywhere, the child that gets out of school along about the seventh or eighth grade, having reached the compulsory limit, and says: "I want to go to work. I don't want an education. I know too much now." He goes to work, and he finds very quickly in this community that what he does want more than anything else in the wide world is an education; but it takes him two or three years to find that out, and then he is a sixth-grade boy in education, but perhaps he is 18 years old.

Senator SMITH. Then, as I understand, it is that class of children who have abandoned the school and gone to work that voluntarily go to these night schools in order to make up what they have lost?

Mr. BLAIR. To make up what they have lost.

Senator SMITH. And also the grown ones who realize the same need of education?

Mr. BLAIR. Yes, sir; and another very important thing—the foreigner who really wants to be an American, and who wants to learn to write and speak the English language, and get some idea of our institutions and some idea of our Nation.

Senator SMITH. I think, myself, it is a very worthy object.

Mr. BLAIR. We had over 500 of them, I think, last year of that particular class—I mean, of the foreigners.

Senator DILLINGHAM. I see that your estimates are \$15,000 greater than the House has given you.

Mr. BLAIR. Yes, sir.

Senator DILLINGHAM. That is quite a wide divergence of view.

Mr. BLAIR. Of course that involves, in the first instance—it would if we were able to get the entire amount—the extension of the term from five months to seven.

Senator DILLINGHAM. Do you think that is necessary?

Mr. BLAIR. It is very important. We get those who really are in earnest—and the great bulk of them are in earnest—along to a point where we are really doing something.

Senator SMITH. Was there a deficit with this \$20,000?

Mr. BLAIR. No, sir; there was no deficit. We can not make any deficit there. We just have to stop when the \$20,000 gives out. We have to stop, that is all; and we can not extend the work at all. We can simply have the schools that we now have, about 16 night schools that we are able to open for the white and the colored people all together.

Senator SMITH. How many scholars?

Mr. THURSTON. About 5,000. I know we run an average of about \$4 per student.

Senator SMITH. Did you have them for five months last year?

Mr. THURSTON. We had it about five months, and there was an almost universal demand for an extension of the time. In certain classes—for example, in the classes at the McKinley Manual Training School—there has been such a demand for several years that in place of running the classes three nights a week we have to have three shifts one night a week. That is, we use the laboratories or the equipment for one group on Monday, for another group on Wednesday, and for another group on Friday. That shows the real demand that there is. A school like that ought to be open every night of the week, so that different groups could be accommodated. There is a need for extension of the work, for extension of the term, and to accommodate more people who are actually waiting for the opportunity.

Senator SMITH. In other words, these are individuals who have been fighting for an education?

Mr. THURSTON. Yes, sir. I feel that it is one of the most important funds in the whole bill.

Mr. BLAIR. There is no feature in the whole school system that is doing more for the people who really want something, who realize their need and are trying to supply it.

Senator SMITH. And making sacrifices in order to get it?

Mr. BLAIR. And sacrificing themselves in order to get it. I might say, in connection with the McKinley School, that in some of those

special classes where they have been trying to learn the fundamentals of some trade—millinery, or shop work, or something of that sort—we have been turning away about as many students as we were able to take in for the past two or three years.

Senator SMITH. This relates to both boys and girls, does it?

Mr. BLAIR. Yes, sir. It is universal in its character, and it would reach everybody. It would reach both the foreigner and the native.

Senator GALLINGER. As an illustration the pages in both Houses of Congress avail themselves of the night schools.

Senator SMITH. I think it is a very worthy thing, myself.

Senator CURTIS. I do, too.

PAYMENT OF TWO SALARIES TO ONE PERSON.

Mr. BLAIR. I do not know whether to take up this matter at this time or not, Senator; but we have got to take it up at some point, and perhaps you will excuse me if I take it up now.

In the legislative, executive, and judicial appropriation bill for the current year, which was approved May 10, 1916, the very last clause of the bill, section 6, at the end of the bill, makes the following provision:

That * * * no money appropriated by this or any other act shall be available for payment to any person receiving more than one salary when the combined amount of said salaries exceeds the sum of \$2,000 per annum, but this shall not apply to retired officers of the Army, Navy, or Marine Corps whenever they may be appointed or elected to public office or whenever the President shall appoint them to office by and with the advice and consent of the Senate, or to officers and enlisted men of the Organized Militia and Naval Militia in the several States, Territories, and the District of Columbia.

I do not suppose that anybody at the Capitol had the slightest idea that that made a difference to the public schools of Washington in any way.

Senator SMITH. We have found it interfering with some other matters that we have had brought to our attention.

Mr. BLAIR. Well, sir, it has made a very decided difference to us. That is, it is a matter of a great deal of importance to us.

Senator SMITH. Will you please state how it will affect you?

Mr. BLAIR. It affects us, in the first instance, in respect to our military instructors in both white and colored schools. Maj. McCathran is a clerk in the State Department; and with the salary which we pay him, some five or six hundred dollars, for his work as military instructor, it runs his combined salaries over \$2,000. It also affects us in the case of the instructor on military subjects in the colored schools.

Senator SMITH. Have you an amendment which you could leave with us which would cure this?

Mr. BLAIR. We should be very glad to draw one, sir. I have not drawn the language of it. It also affects us very importantly, and the reason I ask for it at this time is because it affects us in a very important degree in connection with the night schools. It affects every night high-school principal we have. Take the technical school alone, McKinley High School. We have there a principal whose salary is \$2,500.

Senator SMITH. Does he render service to this night school for which you pay him a compensation which he would not have a right to accept under this law?

Mr. BLAIR. He could not take the money under this law; and he then would have either to turn that building, with an equipment which has cost upward of \$600,000, over to someone else for the night-school work, taking it away from this principal, or else we would have to call upon this principal to render gratuitous service for the night schools.

Senator SMITH. If agreeable to the other members of the committee, I would suggest that you give us an amendment covering it, so that this can be taken care of.

Mr. BLAIR. It affects actually about 12 people of very important functions in our school work.

Senator GALLINGER. There would either have to be a repeal of the existing law or an exception made in behalf of the school system, I should think.

Senator CURTIS. I am afraid you will have to extend it to others, because I have had a number of letters on the subject.

Senator SMITH. We have already had it called to our attention in connection with this very bill. Amendments have been provided so that we can get around it.

Mr. BLAIR. We will incorporate at the proper point in the school estimates then, if we may, a suggestion of an amendment to be incorporated in the bill.

SUPPLIES FOR NIGHT SCHOOLS.

Then, we have asked for \$250 additional in connection with the supplies for the night schools.

Senator SMITH. What page is that?

Mr. BLAIR. That is on page 43, at the top; the first item, sir. The \$2,750 is the amount that we have had heretofore, and we have asked for \$3,000. That is fairly indicative of the fact that we are not so much expecting to equip new schools as we are to extend the work of the schools that we have already organized and established.

Senator SMITH. You are extending the time?

Mr. BLAIR. We are extending the time of instruction by something over a third.

JANITORS.

The schedule for janitors occupies from page 43 through page 44, page 45, and the first part of page 46. I can only say in regard to that schedule as a whole that we went into the matter with very considerable care. We took up a schedule which had practically been created as buildings had been built, and we tried to come as close as possible to some uniform salary and some uniform labor unit to take care of the various buildings, classifying them, approximately, according to their size and space.

We also started in with the idea that men from whom the school system demanded all their time 12 months of the year, with only about 2 months' school vacation in the summer time, and only 2 weeks' vacation allowed them personally, whose labor in the wintertime begins frequently as early as 5 o'clock in the morning and lasts until 5 or 6 o'clock at night, and who, with the broader use of the school buildings in connection with the quasi civic functions for which the use of the buildings is authorized, are very frequently there again

from 7 or 8 o'clock until midnight; men of that sort who are competent to take care of buildings that have cost, as our grade buildings do, from \$40,000 to \$150,000 or \$160,000, depending on the size of the building, and who, in respect to the high schools, are handling buildings that have cost from a quarter of a million up to a million and a quarter of dollars; men of that character, who are in a way responsible for the discipline of the schools themselves when in session, because they are really quasi police officers in charge of the boys at recess time and around the school building—men who were competent to do those things, who would live and want to live as other men lived, who are married and have families, who have to keep themselves and their families out of this one salary, not having opportunity for anything else—were entitled to approximately a living wage, if we could give it to them.

Those were the considerations that went into our redrafting of the janitors' schedule. They are not mere caretakers who go in and sweep the building and scrub it once a week and do things of that character, but they are men who have to be men of intelligence, who have to have a courteous disposition, who have to have control of their tempers, who have to be suitable to enforce the necessary discipline in the schools.

Senator SMITH. Do I understand you to say that these people are required to be in service during school hours?

Mr. BLAIR. They are required to be in service all during the school hours. The theory, of course, that one would think about it, is that they come there, open the building in the morning, and close it when school closes.

Senator SMITH. But you require them to be present during school hours the whole day?

Mr. BLAIR. We require them to be present during school hours the whole day. They have to be present the whole time, sir, and on Saturdays they also have to be there, and they are responsible for their schools at all times.

Senator SMITH. It is not merely keeping their schoolhouses in order before and after school hours, but they have to be there all during the school hours?

Mr. BLAIR. All during the school hours they are present.

Senator DILLINGHAM. They have to act before school and after school and at recess-time in controlling the children?

Mr. BLAIR. They have to help to control the boys and play with them, and then of course they have to get the building ready. If it is a very cold season, in the case of some of these buildings with their old plants and equipments, the men have to get there as early as 5 o'clock in the morning in order to get the building up to a proper school temperature by the time it opens at 9 o'clock.

Senator SMITH. I have not gone over this part of the bill in detail. Has the House allowed you any increase?

Mr. BLAIR. My understanding of what the House has done with our estimates is that it has left them just the way they were before.

Senator SMITH. There have been some increases, though, sir.

Mr. BLAIR. They have made some slight increases in one or two instances. It is a difficult matter to adjust the janitors' schedule, because it was at odds and ends in the first place; but this represented what was believed to be a uniform change that was fair to everybody

in the system. Now, inequalities might arise later on. They have done a little better for us, I think, in connection with the new Central High School as to numbers, and have distributed them a little differently; but they have done one very serious thing to which Mr. Thurston calls my attention in the case of the McKinley School, on page 44. They have taken out there an assistant janitor, at \$720, and put in a night watchman, at \$600.

The McKinley plant alone, the equipment that you have put into that building from time to time by appropriation, is worth some \$600,000 now, as I understand it. We have an engineer who also teaches in the classroom. Then we have an assistant engineer who is supposed to "spell" the engineer on terms of duty, so that one of them may be on duty at all times. Then we have this large and valuable plant, and we feel that we need all that we ask for to take care of it, rather than any reduction in the number, and we need them at the points that have been indicated.

While you might not think so offhand, there is a good deal of difference between a \$720 man and a \$420 man, in the amount of responsibility you can cast on him, and the amount of work that he is ready and willing to do, and to do intelligently. We have, however, a good many \$420 men that are really \$720 men, because we get a pretty good class of employees all the way through.

I took the liberty of asking Mr. Robinson, who is a representative of the janitors—they have a union here, and he is a representative man of the janitors—to come up here this morning; and if you care to listen to him, he will tell you with some detail about the work of the janitors, and I am sure he will not detain you long.

Senator SMITH. Have you not stated already the duties that they are required to perform?

Mr. BLAIR. I have tried to, sir; but these men are doing it. There is that difference. I have not been at the schools at 5 o'clock in the morning to get the fires ready, and these men have. That is the difference between us.

Senator SMITH. At the same time, you have stated the facts connected with it. These people are required to be there from 5 o'clock sometimes until 11 o'clock in order to look after the schools, and also they are required to stay there all day. I do not see that that could be made plainer to us, although we will hear the gentleman briefly.

STATEMENT OF W. H. ROBINSON, ASSISTANT JANITOR McKINLEY MANUAL TRAINING SCHOOL.

Mr. ROBINSON. All I should like to state is that Mr. Blair made a little mistake there about the two months that we have in the summer. We only get 15 days' leave, and in the summer months we make a general cleaning of the school from top to bottom. There is not a thing in it that is not washed; that is, it is washed from top to bottom. Everything is put in a sanitary condition by the time the school opens.

In regard to coming to work at 5 o'clock in the morning, in a great many cases the men stay all night. When I was at the Powell School, for two months in the year I had to get there always before 5 o'clock in the morning, sometimes at 3 and 4, and I lived about an hour's distance from the school.

Practically at that time I averaged from four and a half to five hours a night. We get half a day on Saturday, and Saturday and Sunday was when I made up my rest. I was broken down several times. We get no sick leave whatsoever, and of course when we lose time in that way it is a hardship on us.

The salaries that are granted in other cities are far higher than they are here. We have a list here that shows that in the eight-room buildings in other cities they average about 58 per cent higher than they do in Washington City.

In the bill as passed by the House, the House of Representatives granted to the new Central High School and to the new M Street High School salaries averaging about, I think, 20 per cent lower than what is paid in other cities for the same class of work; and yet those two high schools average, according to what they allow, from 50 to 100 per cent higher than what we get in the graded schools or what we get in any of the other schools here in the city outside of those two. If what the board of education requested and what the commissioners requested had been granted, we would then have been getting a far lower salary than is paid in other cities and is paid per thousand cubic feet in the new Central and M Street High Schools. An eight-room building, if paid at the rate of the new M Street High School, would receive \$1,975, and there was only \$854 put in for those men. Also in the case of the new Central High School, if they had paid at the same rate in the graded schools they would have paid \$1,526, and they only asked for \$864.

Senator SMITH. What cities have you compared with, sir?

Mr. ROBINSON. We have compared with practically all the cities that we could. We have a list here.

Senator SMITH. Just leave that with the reporter.

Mr. ROBINSON. Also, we have a comparison of the rates paid in those two buildings and those paid in similar buildings in St. Louis and New York and in the Municipal Building.

Senator GALLINGER. Had we not better include those statements in the hearing, Mr. Chairman?

Senator SMITH. The reporter will please insert them.

(The statements referred to are as follows:)

Comparison of salaries of the janitors of the District of Columbia schools and those of other cities.

| City. | School census. | Salary per month. | Per cent above District of Columbia salary. |
|--|----------------|-------------------|---|
| 8-ROOM BUILDINGS OR EQUIVALENT. | | | |
| | | | <i>Per cent.</i> |
| Washington, D. C. | 56,563 | \$50.00 | |
| Tacoma, Wash. | 16,886 | 70.00 | 40.0 |
| Richmond, Va. | 22,459 | 65.00 | 30.0 |
| Denver, Colo. | 38,416 | 75.00 | 50.0 |
| Pittsburgh, Pa. | 80,872 | 104.40 | 109.0 |
| Seattle, Wash. | 35,527 | 77.00 | 54.0 |
| San Francisco, Cal. | 75,852 | 75.00 | 50.0 |
| San Antonio, Tex. | 15,398 | 65.00 | 30.0 |
| St. Joseph, Mo. | 13,322 | 60.00 | 20.0 |
| St. Paul, Minn. | 29,000 | 67.50 | 35.0 |
| Concord, N. H. | 2,900 | 55.00 | 10.0 |
| Providence, R. I. | 29,385 | 55.00 | 10.0 |
| Kansas City, Kans. | 15,708 | 65.00 | 30.0 |

Comparison of salaries of the janitors of the District of Columbia schools and those of other cities—Continued.

| City. | School census. | Salary per month. | Per cent above District of Columbia salary. |
|--|----------------|-------------------|---|
| 8-ROOM BUILDINGS OR EQUIVALENT—continued. | | | |
| | | | <i>Per cent.</i> |
| Fall River, Mass..... | 16,335 | \$70.00 | 40.0 |
| New York City, N. Y..... | 1,485,706 | 123.50 | 146.0 |
| Bridgeport, Conn..... | 17,885 | 60.00 | 20.0 |
| Springfield, Mass..... | 18,696 | 80.00 | 60.0 |
| Yonkers, N. Y..... | 15,534 | 75.00 | 50.0 |
| Columbus, Ohio..... | 22,630 | 63.00 | 22.6 |
| Waterbury, Conn..... | 23,412 | 60.00 | 20.0 |
| Harrisburg, Pa..... | 11,778 | 60.00 | 20.0 |
| Rochester, N. Y..... | 29,722 | 92.50 | 85.0 |
| Omaha, Nebr..... | 22,295 | 78.00 | 56.0 |
| Philadelphia, Pa..... | 195,076 | 110.00 | 120.0 |
| Los Angeles, Cal..... | 87,199 | 108.00 | 116.0 |
| Chicago, Ill..... | 332,248 | 119.00 | 128.0 |
| Detroit, Mich..... | 77,624 | 86.50 | 75.0 |
| Wilkesbarre, Pa..... | 12,283 | 65.00 | 30.0 |
| Sommerville, Mass..... | 13,205 | 65.00 | 30.0 |
| Camden, N. J..... | 15,035 | 70.00 | 40.0 |
| Newark, N. J..... | 67,508 | 104.00 | 108.0 |
| Boston, Mass..... | 190,222 | 100.00 | 100.0 |
| 12-ROOM BUILDINGS OR EQUIVALENT. | | | |
| Washington, D. C..... | 56,563 | 60.00 | |
| Camden, N. J..... | 15,035 | 91.00 | 51.0 |
| 14-ROOM BUILDINGS OR EQUIVALENT. | | | |
| Washington, D. C..... | 56,563 | 70.00 | |
| Camden, N. J..... | 15,035 | 100.00 | 43.0 |
| 28-ROOM BUILDING. | | | |
| Hoboken, N. J..... | 19,750 | 150.00 | |
| HIGH SCHOOLS. | | | |
| Washington, D. C..... | 56,563 | 75.00 | |
| Hoboken, N. J..... | 19,750 | 200.00 | 166.66 |
| FIRST ASSISTANT. | | | |
| Washington, D. C..... | 56,563 | 60.00 | |
| Hoboken, N. J..... | 19,750 | 100.00 | 66.66 |
| SECOND ASSISTANT. | | | |
| Washington, D. C..... | 56,563 | 60.00 | |
| Hoboken, N. J..... | 19,750 | 75.00 | 25.0 |

The average in 32 cities is 58 per cent greater than in Washington, D. C.

JANITORS AND CARE OF BUILDINGS AND GROUNDS.

A comparative statement of cost of labor for heating, cleaning, and supervision of schools, as compared with the new Central High School and the new M Street High School.

| Name of building. | Area in square feet. | Cost allowed by House of Representatives. | Cost estimated by District of Columbia Commissioners. | Cost, if at rate allowed new Central High School. | Cost, if at rate allowed new M Street High School. | Difference in cost of new Central above estimated cost in other buildings. | Difference in cost, new M Street, above other buildings. |
|-------------------------------------|----------------------|---|---|---|--|--|--|
| New Central High..... | 262,000 | \$16,100 | \$22,760 | \$16,100 | \$20,620 | ----- | \$4,440 |
| New M Street High..... | 133,000 | 10,500 | 11,000 | 8,121 | 10,550 | ----- | ----- |
| Old Central High..... | 75,000 | 2,400 | 2,880 | 4,579 | 5,900 | \$1,699 | 3,020 |
| Business High..... | 75,000 | 2,400 | 3,480 | 4,579 | 5,900 | 1,099 | 2,420 |
| Wilson Normal and Recs..... | 75,000 | 3,000 | 3,360 | 4,579 | 5,900 | 1,219 | 2,540 |
| Jefferson School..... | 45,000 | 1,520 | 1,920 | 2,749 | 3,552 | 769 | 1,572 |
| Western High..... | 75,000 | 2,500 | 2,880 | 4,579 | 5,900 | 1,699 | 3,020 |
| Franklin School..... | 60,000 | 1,980 | 2,220 | 3,653 | 3,947 | 833 | 1,727 |
| Normal No. 2..... | 75,000 | 2,040 | 3,000 | 4,579 | 5,900 | 1,579 | 2,900 |
| Eastern High..... | 50,000 | 1,680 | 2,440 | 3,053 | 3,947 | 813 | 1,707 |
| Stevens School..... | 45,000 | 1,620 | 1,920 | 2,749 | 3,552 | 829 | 1,632 |
| McKinley High..... | 100,000 | 5,860 | 6,280 | 6,106 | 7,894 | ----- | 1,650 |
| Nine 16-room buildings..... | 40,000 | 1,200 | 1,560 | 2,242 | 3,157 | 682 | 1,579 |
| Twenty-two 12-room buildings..... | 30,000 | 1,020 | 1,164 | 1,831 | 2,368 | 667 | 1,204 |
| Eleven 9 and 10 room buildings..... | 25,000 | 700 | 864 | 1,526 | 1,975 | 662 | 1,109 |
| Seventy-three 8-room buildings..... | 20,000 | 600 | 780 | 1,221 | 1,578 | 441 | 798 |

| Name of building. | Area in square feet. | At rate paid District Building, Washington, D. C. | At rate paid Washington Irving High School, New York, N. Y. | At rate paid Soldan High School, St. Louis, Mo. | Rate as established by House of Representatives. |
|-------------------------------|----------------------|---|---|---|--|
| New Central High School..... | 262,000 | \$43,010 | \$26,671 | \$27,444 | \$16,100 |
| New M Street High School..... | 133,000 | 21,833 | 13,589 | 13,931 | 10,500 |

Mr. ROBINSON. We have also been classed as a grade of laborers. Really, in a great many cases we are not laborers. We have 26 men that are classed as janitors in the public schools of Washington who are required to take examinations before the engineer board and get licenses as licensed engineers. Outside of that we are all required to be mechanics. All of the school furnishings in the summer time that are changed, we do. It does not cost the board of education one dollar to change the furnishings from school to school. We do it, even during the school term.

Senator GALLINGER. You mean you make the repairs?

Mr. ROBINSON. We make the repairs wherever it is possible, such as minor repairs; but we have to take furniture from the floor and replace it. That, up to some years ago, had been paid for by contract. That is all done by the janitors now. At the present time I am assistant janitor of the McKinley Manual Training School. As far as furniture is concerned, we practically do all the repairing that is done to the furniture there, and in the graded school a man does not have quite the opportunity that we have there. We do not have the heating there.

Senator GALLINGER. You say you are assistant janitor at the McKinley Manual Training School?

Mr. ROBINSON. Yes, sir.

Senator GALLINGER. What salary do you get now?

Mr. ROBINSON. I get \$720.

Senator GALLINGER. And you give all your time?

Mr. ROBINSON. All my time. I give 10 hours every day.

Senator GALLINGER. Have you a family?

Mr. ROBINSON. Yes, sir. I manage to live in a four-room flat for which I pay \$17.25 rent.

Senator SMITH. Have you any other occupation whatever?

Mr. ROBINSON. I am a tinner by trade. I do get some little chance now and then to make a dollar, maybe, in the evening, if I work after the 10 hours is up. When I was in the graded schools—I was only promoted to the McKinley Manual Training School last September—when I was in the graded schools I was so exhausted when I got home that I just had to fall in bed. I did not have a chance then to make a dollar. I got \$50 a month. I have now just about gotten square with the world from the few attacks of sickness I had in that way while I was there.

Senator SMITH. Do you use some of your time for making money otherwise? Have you an opportunity to do that to any extent?

Mr. ROBINSON. Well, if I get an opportunity. I have no steady opportunity. Sometimes some of the people that I formerly knew will ask me, maybe, if I will fix a latrobe for them, or something of that sort, and I will make a dollar or two now and then; but I have no steady way of increasing my income. It is uncertain if I get any; and then I do not think a man really ought to have to work after he has put in 10 hours of hard work.

Senator SMITH. In other words, you have to give 10 hours to the school?

Mr. ROBINSON. Ten hours to the school; yes, sir; and in most of the cases they give from 12 to 16 and 18 hours during the winter months.

Senator SMITH. All right.

Mr. ROBINSON. I am much obliged to you.

STATEMENT OF HENRY P. BLAIR, PRESIDENT OF THE BOARD OF EDUCATION—Continued.

Mr. BLAIR. We lost the Western High School, as you know, because of the fact that we had no appropriation to keep a man there to watch it.

Senator DILLINGHAM. From fire?

Mr. BLAIR. From fire. It burned a couple of years ago. Then we took our janitor force—this shows the spirit of the force, and the character of men we have. That fire, if I recall correctly, occurred there on Friday, I think. Monday morning we opened that school in the Franklin School building, and it was rendered possible by the janitor force, who took everything that could be taken in the way of equipment and put it in the new place where we needed it. They did all the moving, all the work. Not a dollar extra did any man in the whole lot get. This shows the spirit that these men have in their organization, and their desire to have their part of the work efficient for the schools of this city.

That is the kind and type of men we are having. You have heard the statement as to their remuneration.. The men who did a great deal of that work were the \$50 a month men that Mr. Robinson has talked about. Those instances are constantly growing, and they save probably in many instances more than their salary in a given year by the minor repairs that they can do by being on the premises, which prevents a condition becoming serious and requiring a major repair.

Senator SMITH. Your information given me this morning was something I was not aware of previously. That is, that these men not only have to get the schools in order, but they have to give their time during school hours. In other words, it is a continuous service.

Mr. BLAIR. They are there all the time, practically.

WATCHMEN.

I have covered in that general way the entire janitor schedule. Now, we ask for two watchmen. They have not been allowed, have they, Mr. Thurston?

Mr. THURSTON. No.

Mr. BLAIR. We asked for two watchmen. It appears here in the printed copy on page 46. We asked for a watchman for the McKinley Manual Training School and a watchman for the Armstrong Manual Training School, two of them at \$50 a month, or \$600 for the year, amounting to \$1,200. As I have already indicated, the equipment, the shops, and the machinery and the tools, and the laboratories at the McKinley Manual Training School, represent upward of \$600,000 investment. We have nobody there to watch that investment at night after the school buildings are closed until the next day.

Senator DILLINGHAM. Do they have evening schools there?

Mr. BLAIR. The night schools are there for five or six months, as I have indicated, three nights a week. In the Armstrong School—that is the colored manual training school, where they have not a watchman—the equipment, of course, is not as expensive, because the school is not as large a school; but we have a valuable equipment there, and the loss of either one of those schools would mean a very heavy expenditure to re-equip the schools for the special work they are doing.

MATRONS.

I hope that what I am about to say about the matrons, if it is to be printed, may be printed in expurgated form.

They are asking for matrons because of occurrences in the last two or three years particularly, which have been unfortunate. We are asking for them at the high schools and at the larger graded schools. It is in order that we may have women present at those school buildings down in the playrooms and toilet rooms of those schools. There have been in the graded schools some unfortunate occurrences. Fortunately, there has been no outrage perpetrated or anything of that sort, but on different occasions men have been discovered lurking around the girls' toilet rooms. Some of the buildings are constructed so that the access is not difficult directly from the streets. All of the buildings are practically constructed so that an evil-minded person intending to sneak in would likely be successful. That portion of

the building is practically unwatched and unoccupied. We have only taken the larger school buildings, the grade schools and the high-school buildings, and are asking that we may be allowed to put in those different buildings matrons whose duties will be of the kind that I have described.

Senator GALLINGER. Mr. Blair, what about the schools of other cities in this respect?

Senator SMITH. I was about to ask that question.

Senator GALLINGER. Of course we are enlarging our system year by year, but we do not want to go too fast. Is this an innovation?

Mr. BLAIR. I should say in answer to that, Senator, that it is not an innovation; that it is the rule rather than the exception in high schools generally; and that when you have a 16-room grade school, crowded as many of ours are, you have practically a high school from that viewpoint. We have 600, 700, pretty close to 800 pupils, take them all in all, in some of our grade schools; and that is as large as two or three of our high schools.

Senator SMITH. In other words, schools of this character in other cities are supplied with matrons?

Mr. BLAIR. We think that schools of the character that we have picked out would be supplied with matrons in the large majority of cities.

Senator SMITH. This is an exception to that rule, then?

Mr. BLAIR. This is not an exception to that rule, Senator.

Senator SMITH. Not having them is an exception to the rule?

Mr. BLAIR. Yes. In schools of this character I think that would be a fair statement. There are a good many things in connection with the girls that would naturally occur to a physician as a reason why there should be matrons available on the school premises, in addition to things that might happen from the outside.

CARE OF BUILDINGS FOR UNGRADED CLASSES.

On page 46, line 18, following the word "schoolroom," which is at the end of the janitor's schedule and just before the medical inspection, we ask for a provision for the care of buildings and rooms occupied by atypical or ungraded classes. We asked that an allowance might be made of \$108 per annum for their care. They have a duty in the case of the atypical children and in the ungraded classes they have the duty of taking care of and looking after these unfortunates who need more care and help than the child who is of full intelligence and knows how to take care of itself.

Senator GALLINGER. How many such schools are there?

Mr. BLAIR. There are 14 of them, I think, altogether. My recollection is there are 14 of them. We are not asking for an additional appropriation; we are asking for the right to change the rate of distribution to the people who take care of those schools. That is what it results in.

Senator GALLINGER. Yes; I see. Let me inquire, on that point, have you schools entirely devoted to the instruction of atypical students, those below normal?

Mr. BLAIR. We have one eighth-grade building, as I will call it—that is the Morse—devoted to that purpose, and we have rented quarters devoted to that purpose. There will be sections of the city

where you are not justified in using the entire building, and I think many of our rentals that are still remaining are for buildings adapted to that purpose.

Senator GALLINGER. If you find a child in a given school who is below normal, is that child taken from that school and placed in a school where instruction is given to pupils of that class?

Mr. BLAIR. Of course, the ungraded child, Senator, means a child that you can not handle—transmuted into common English, it means a child that you can not handle—by ordinary methods of discipline, and the atypical child means a child whose mental gear is out of shape. If the case is really serious, so that it is a detriment to the child and a detriment to the class, we find a special school for that child. We prefer to call them "special schools." A boy may go there because he is "too bright," as we frequently say to the parents. He can not get along with his classes because he goes too fast in some directions. Those we undertake to take care of by sending them to the school that is necessary.

Senator GALLINGER. Yes.

MEDICAL INSPECTORS.

Mr. BLAIR. I think that there is nothing else on that janitors' schedule, and we now come to the medical inspection. Three years ago Congress transferred to the school board, without solicitation, or suggestion on its part, so far as I know, the appointment and supervision of the medical inspection of the schools. That is in line with the general practice in the majority of cities. It is recognized that the medical inspection of schools is something more than a sanitary proposition, something different from merely preventing epidemics. It includes the aid and the care and the building up of the bodies of the children, whatever defects they may have, and it is a thing that can be conducted better and made more efficient by the schools because of their intimate relations with the child than it can be by the municipality, and I think that is generally recognized as sound policy and wise administration. We have found that it was useful, that we were doing better with the children and getting better results from medical inspection. We have had, in a threatened epidemic, or anything of that sort, the heartiest cooperation with the health officer of the District, and there has been nothing along those lines that was in any way serious or has proved unfortunate.

In line with what is best along the lines of medical inspection we have asked that we be allowed to have a chief medical inspector. These men we now have are men who are employed at the rate of \$500 a year. Under the circumstances we can not very well expect a physician who is undertaking to build up his practice and to support himself, and who is a professional man, to give all of his time to the schools. He is not justified in giving it for the salary of \$500 a year. He does do his inspection work—

Senator SMITH of Maryland. But you would expect your chief medical inspector to give his whole time to it?

Mr. BLAIR. He would give his whole time to it; and we would turn the children over to such a man, and he would be practically expected to give his time to the work, the supervision and direction, and participation in the work of the schools.

Senator GALLINGER. The most he could do would be to regulate or direct the \$500 men to do their work, and if they can not afford to do it, exactly what good would come from it?

Mr. BLAIR. He would do a great deal of it, I think, himself. He would do a great deal of close inspection of things that the present men do not get a chance to inspect. They go into a school, and there is a suspicious case of some kind reported, and they look those over, and they go in and look the children over generally and make some tests as to eyesight, and things that are general in their character; but if we had a man whose entire time we could get, he would not only do that but he would go into the question of conditions of the buildings; and in special instances, where he started in with a child, he would be in a position to follow up the care and development of that child; and in a system of our sort the number of children that require special attention and following up by a doctor rather than by a nurse is large.

Senator SMITH of Maryland. Is there not friction at this time as to who is the proper one to follow up these cases?

Mr. BLAIR. I have no knowledge of any. It may have occurred, but nothing has been said to us that indicates any friction. If there is a different attitude on the part of the commissioners and their health officer, I have had no information about it up to the present moment.

Senator GALLINGER. What would you say, Mr. Blair, if your recommendation in that regard was conceded, to having the item enlarged to this extent:

One chief medical and sanitary inspector, who shall, under the direction of the board of education, assume direction of the medical inspection and sanitary conditions of the public schools of the District of Columbia.

Mr. BLAIR. I can not conceive of any objection to that, Senator. It would be a broader term, and more efficient. We might be able to command broader duty possibly, under that language than under the other.

Senator GALLINGER. Of course I do not know what inspection there is as to the sanitary conditions of the schools at the present time by any competent person. Disease may be contracted by the children because of unsanitary conditions existing in the school buildings which a man of this character would be able to discover and remedy. It strikes me that that would be an improvement.

Senator SMITH of Maryland. Here is an amendment that was submitted by Commissioner Brownlow the other day, and I think it would be well to bring it to the attention of Senator Gallinger. On page 40, after the end of line 24, insert the following:

Provided, That the medical inspectors of public schools and graduate nurses acting as public school nurses shall be appointed by the commissioners, but only after competitive examination and after having had at least three years' experience in the practice of medicine, dentistry, or nursing; and the medical inspection of public schools and the officers and employees engaged therein shall be under the direction of the health officer; but said inspection, shall be conducted according to rules formulated from time to time by said health officer, which shall be subject to the approval of the board of education and the commissioners.

Mr. BLAIR. I will say in regard to that, Senator, that the transfer of the medical inspectors to the school board was without our seeking, and I have no knowledge to-day how it occurred, any more than

I had when I found it in the act. It certainly occurred through no movement initiated by the school board. In operation, we have found it useful.

We believe the more efficient method of handling the medical inspection of the schools is that the control should be where it is at the present time, and that the school inspectors should be subject to the control and direction of the superintendent of schools and the board of education. It has operated excellently well, and I was not aware of any movement on the part of the commissioners to regain control of the appointment of the medical inspectors. The medical inspection of schools is a different proposition, as I have understood it—I am not an expert along that line—

Senator SMITH of Maryland. That is the reason I called attention just now to the fact that there is some difference of opinion as to the management of the medical inspectors, whether they should be managed by the school board or the commissioners.

Mr. BLAIR. We have made some investigation of this matter. The matter has been up before one of our trade bodies in recommendations from two of its committees. The health committee recommended a return of the control to the commissioners, and the school committee recommended its retention by the schools, and the board of trade dodged it by acting on neither recommendation, as I recall it. We had some occasion to look into that matter at that time, and we find that in 337 out of 443 cities medical inspection is under the control of the board of education, and the tendency, I think it is fair to say, is to place it with the schools rather than with the municipality. As I have already indicated, the physical training of the children, the hygiene of the children, and their surroundings and school sanitation are peculiarly matters that belong to the board of education and to those who are administering the schools.

It is better to have the entire handling of the schools, their operation, control, and direction in all respects, under one central body rather than to have it under two bodies; and we have heard considerable argument along those lines within the last six months about the schools themselves. There is likely to be better cooperation—perhaps there should not be, but it is human nature that there should be better cooperation—between the inspector and a teacher, if they are alike responsible to a common source, and there is likely to be better control over what the teacher and the inspector are trying to do for the child if they are subject to a common control. Of course, the proposition from the educational standpoint, the standpoint of the professional teacher, is that the mind and the body of the child should be under the control of the same person; they are doing the work with the child as a whole, and you ought not to divide his responsibility. You give us the athletic control of the child in the way of school playgrounds, his play time, the board has the control of the development of his mind, and it would seem that there would be a more efficient opportunity to follow up the physical condition of the child if the control over that activity was in the same place.

As I have said, we did not seek this, but we have found, we believe, an increase of efficiency by reason of the fact that this control was passed over to us, and I do not think that the experience of municipalities will warrant a change of the control back again. I had no knowledge, until it was suggested to me, that there was any thought

along those lines, and I would like to add that the suggestion as to increasing the authority granted by legislation to include sanitary as well as medical inspection is most desirable, because that will eliminate any question. We had assumed that we would make—we had expected to make—our chief inspector responsible for the sanitary condition of the buildings, and that would clear any question about that.

Col. KUTZ. Mr. Chairman, if I may say a word on this matter, the subject of the control of the sanitary inspection of the schools has been considered by the board of commissioners, and they feel that there are advantages and disadvantages in both systems. So far as the pupils themselves are concerned, we are inclined to agree with the board of education, that the sanitary inspectors and the nurses should be under the control of the board.

From the standpoint of the health of the community, we feel that there would be some advantage in having that medical and sanitary inspection under the control of the health officer. The schools, as it is well known, are the sources of many of the contagious diseases, and it was with that thought in mind that this suggestion was made by Mr. Brownlow. But we are open-minded on the subject. We realize that you sacrifice certain advantages if you place the control under the health officer, and there is a sacrifice of certain other advantages if you place it under the control of the board of education.

Mr. BLAIR. I think we are open-minded, except as I presented our views about it. There has never been any friction between the commissioners and the board of education about this matter. We have always talked things out. All I meant by what I said was that I did not know that there was any suggestion of returning the appointing power to the commissioners. I had not heard of it until the chairman spoke of it just now.

Senator SMITH of Maryland. I suppose the suggestion has come to you that the commissioners are rather inclined to take charge of the public schools?

Mr. BLAIR. That has come to me in a modified way. I think they have changed their views, rather, in that, and they would say so if you could get them to speak out openly.

Commissioner NEWMAN. We have not changed our views, but we believe in the conservation of energy.

MISCELLANEOUS.

RENT OF SCHOOL BUILDINGS.

Mr. BLAIR. We have been able to get along with a little less than the \$16,500 that we have asked for rentals from time to time. This is on page 47. We have reduced it from time to time just as fast as we could. If I remember the figures correctly, when my service with the board of education started, some six years ago, this item was \$22,000 or \$23,000. We would like to have it left at \$16,500, which was our estimate. We may not use \$15,000 of it, but we furnish each year a list of the buildings and the amount of rental paid for each one of them, and the situation is that this is the only appropriation to which we can go in the event of an emergency. We lost our Western High School two years ago, and by crowding the grade schools in

Georgetown—that was the only locality to which we could go—we secured one grade building to take care of the first-year class of the Western High School, and we took the rest of the Western High School over and put it into the Franklin School building.

We were able in that particular instance to take care of that school in that way, but it might happen that the loss of a building, which might be through an epidemic or from fire or from any one of a number of causes, would be in a locality where we could not take care of the children—and that would be particularly true in the graded schools—in the locality where the former school building had been, and we really need a little margin in that item.

Senator SMITH of Maryland. You have been receiving \$16,500?

Mr. BLAIR. Yes; and they reduced it.

Senator SMITH of Maryland. And you asked for \$16,500?

Mr. BLAIR. Yes.

Senator SMITH of Maryland. As the least amount you have been receiving and more than adequate for the purpose?

Mr. BLAIR. It has been, sir. We have been inside of the appropriation, and we have been cutting it down. It was \$22,000 and over when I came on the board six years ago, and we have voluntarily cut it down from time to time until we have got it down to \$16,500, which we feel is needed.

Senator SMITH of Maryland. What was the cost last year?

Mr. BLAIR. The estimate will show that with a list of the schools. It was \$14,685 last year. That leaves a margin of less than \$2,000 in the event of an emergency. We never can tell, Senator, where the matter is going to break out. Now we have to take care of the sewing schools and cooking schools, very frequently, and some of the manual training schools, by means of rented quarters, and I do not think that we will spend any more next year than last year, and I hope a little less; but there is an element of emergency there that makes it desirable to have a little leeway in that appropriation.

Senator GALLINGER. Is that unexpended balance turned back into the Treasury?

Mr. BLAIR. Yes. It is not accumulated as a fund. It may only be kept open for a year.

Senator SMITH of Maryland. Where is the money now which was left from last year? Could you use it?

Mr. BLAIR. We can use it up until the 1st of July, for rented buildings.

Senator SMITH of Maryland. You could not use it for another year?

Senator GALLINGER. Not unless reappropriated.

Mr. BLAIR. No.

Senator SMITH of Maryland. Where does that money go?

Mr. BLAIR. Back into the Treasury.

Senator SMITH of Maryland. And the surplus you have will go back into the Treasury and it could not be used for the coming year?

Mr. BLAIR. It could not be used for next year; no, sir.

EQUIPMENT OF TEMPORARY ROOMS.

The next item is on page 47, lines 3 to 9:

For equipment of temporary rooms for classes above the second grade, now on half time, and to provide for estimated increased enrollment that may be caused by operation of the compulsory educational law, and for purchase of all necessary articles

and supplies to be used in the course of instruction which may be provided for atypical and ungraded classes, \$4,000.

Senator SMITH of Maryland. They cut that down from \$5,000 to \$4,000?

Mr. BLAIR. We had \$5,000 this last year, and we estimated for \$5,000, and they cut it down to \$4,000. The character of the work that is estimated there shows just where we need it and how much we need. We actually expended last year \$4,800 out of the \$5,000 appropriation. I do not think we are going to have as much margin as that in the appropriation in the future, because it is cited as a crime at the other end of the Capitol.

Senator SMITH of Maryland. Of the \$5,000 that was appropriated last year you used \$4,800?

Mr. BLAIR. Approximately, \$4,800.

Senator SMITH of Maryland. And you do not think that the \$4,000 would carry you through another year?

Mr. BLAIR. No, sir. I think we used that wisely and well in connection with those schools.

Senator SMITH of Maryland. You had a surplus of \$200, as I understand?

Mr. BLAIR. About \$200.

Senator SMITH of Maryland. That amount can not be carried on for the next year?

Mr. BLAIR. No, sir; none of these balances are available except for the year of appropriation.

REPAIRS AND IMPROVEMENTS TO SCHOOL BUILDINGS.

In the next item, lines 10 to 15: "For repairs and improvements to school buildings," and so on, we asked for \$150,000. The agreement has been reached by the House for \$110,000. We have a very large plant. We have upward of 200 school buildings. Some of them are new and some of them are very old, and this item represents, as it is now administered, the only source we have to take care of those buildings.

Senator SMITH of Maryland. You got \$100,000 last year?

Mr. BLAIR. Yes; we asked for—

Senator SMITH of Maryland. Was that all used?

Mr. BLAIR. Every cent of it, I think, and there were things left undone that we ought to do.

Senator SMITH of Maryland. The probabilities are that you will have use for more than you used last year? Undoubtedly, you think so.

Mr. BLAIR. Last year we made two estimates, as I recall it. One was for special items, which we estimated at approximately \$150,000 or \$160,800, and then a general repair item of \$100,000. We got none of the special items we asked for, and we got the \$100,000 for repairs. Col. Kutz knows even more about the details of this matter than I do.

Senator SMITH of Maryland. How much of that \$100,000 appropriated last year did you use?

Col. KUTZ. We spent every dollar of it, and could have used \$80,000 more if we had had it.

Senator DILLINGHAM. I think I recollect you testified to that. I have a memorandum on that. There are necessities this year over last? In other words, you did not have enough last year?

Col. KUTZ. No, sir. We have not had enough in that appropriation for a number of years.

Mr. BLAIR. I would say that there are extraordinary neglects every year. I do not believe there is a private corporation in this country with the money invested that this District has in its school plant that would undertake to let the physical condition of its plant go, as a matter of administration, the way we are compelled to here by the size of this appropriation for repairs.

Senator SMITH of Maryland. And you feel that economic management of school affairs requires the balance you have asked for, of \$150,000?

Mr. BLAIR. Beyond any question. I think we could justify on an amount even larger than we asked for.

I want to say this additional thing. I wanted to confirm my recollection about it, and I have asked Col. Kutz, and he tells me that this item is approximately 1 per cent of the amount that is invested in the school plant, and that 1 per cent is considered a minimum amount for purposes of repair.

Col. KUTZ. For buildings of this character.

Mr. BLAIR. For buildings of this kind.

Senator SMITH of Maryland. \$100,000 is about 1 per cent of the amount of the property you propose to take care of with this \$150,000?

Col. KUTZ. Yes.

Senator DILLINGHAM. I would like to inquire the size of the salaries paid to the school board for this work?

Mr. BLAIR. The board itself is not paid, except in the opportunity to serve the community as far as they are able.

Senator DILLINGHAM. I understood that was the fact.

ALTERING, REMODELING, AND REMOVING OF SCHOOL BUILDINGS.

Mr. BLAIR. We have a number of special items, all of which have been omitted in the appropriation act as a bill, as it comes to this committee. They are set out in detail on the slip pasted on the edge of page 47, under the head of "Altering, remodeling, and removal of school buildings." I think those were indorsed by Col. Kutz.

Col. KUTZ. Yes.

Mr. BLAIR. They have the hearty indorsement of the engineer department, and they are all of them items, if I recall them, which the auditor has stated we are not authorized to do except by specific appropriation; that in his judgment they are not properly chargeable to repairs as the other item is rendered; and I want to say in regard to that, that they have had careful consideration, and we believe that they are all of them necessary. Where they are, for instance, like the Central heating plant, we believe they are in direct line with the economy and efficiency of administration. Some of the other items in there are minor items, and nearly all of them are things which should have been done when the schools were constructed, and we would feel very grateful if we might have them all included; but

if not, we ask that we may have some of them included this year, with the expectation of getting the rest of them next year.

Senator SMITH of Maryland. Which are the most important?

Mr. BLAIR. I think, in the direction I recall, the very first item is one, and I think perhaps it would be fair to say, in regard to the items as a whole, that they might be taken, as far as the committee was willing, in the order in which they are printed here. They are all of them important, and yet we have lived without them during the past year and we probably will the next year. But we would like to have a start, if we might.

PURCHASE AND REPAIR OF FURNITURE, ETC.

The next item that we have asked for begins in line 16, page 47, "For purchase and repair of furniture," etc., for which the House has given \$27,500. I would like to call attention to the last item of \$3,000 for the removal and reerection of portable schools. We have to do that at the present time, either out of contingent, or—

Senator SMITH of Maryland. What item is that, sir?

REMOVAL AND REERECTION OF PORTABLE SCHOOLS.

Mr. BLAIR. The last item of the estimates, Senator, on page 47, on the slip in the margin, "For removal and reerection of portable schools, \$3,000."

Senator SMITH of Maryland. Yes.

Mr. BLAIR. We are obliged at the present time, where we have to place a portable school because of the overcrowding of a neighborhood, to take the school down and move it and set it up out of our repair fund. It costs from \$1,000 to \$2,000 to do that, depending on the length of haul and the condition of the building that is removed. It is a serious inroad on the repair fund, which, as I have already indicated, is small at best. This would be a reserve for that one specific purpose. Sometimes it only costs about \$500 to do that. If we did not move any schools we would not use a dollar of it. If we had to move four or five schools, this appropriation would take care of it rather than the repair appropriation, where it certainly does not belong.

Senator SMITH of Maryland. Have you any fund for that purpose?

Mr. BLAIR. We have never had any fund.

Col. KUTZ. It has been done out of the repair item, and the language of the repair item authorizes such work; but the commissioners feel, as the board of education felt, that that work should be provided for separately. If this appropriation is made, the language in the repair item should be modified accordingly by cutting out the reerection of portable schools, lines 13, 14, and 15, page 47.

Senator GALLINGER. You would take out the entire provision in the repair item, would you not, if this was allowed?

Mr. BLAIR. If this was allowed, we would like to have that done.

Senator GALLINGER. Yes.

Senator SMITH of Maryland. Have you been using the money appropriated, namely, the \$100,000—a part of that—for this purpose?

Mr. BLAIR. We had to do it. It was provided for by the language, and it was the only item we could go to for this purpose.

Senator SMITH of Maryland. You feel you would like to have a specific fund for that purpose rather than to have it come out of the general fund for repairs?

Mr. BLAIR. We do not feel that it is for repairs. Here is a crowded school in a neighborhood where last year the school building was adequate. A point in the school system is the relief of the congested school conditions, and we take that portable building and move it from one location to the other. To charge that against repairs diminishes our repair fund, which is already low, and it does seem to us this is necessary. This is to meet an emergency in the school enrollment by using what we have to move from one place to another.

Senator GALLINGER. Approximately how many portable schools have you now in commission?

Mr. BLAIR. I think there are six or eight in use. There are three to be moved from the Park View School in the next year.

Mr. KRAMER. There are five of these portable schools that must be moved.

Mr. BLAIR. Of course, we are in a situation where we would be glad to have had more portable schools, but we regard them as a temporary expedient, and we are not asking for them because we do not want to have any more than necessary in our system, and we have gotten along with what we have, and we are not asking for any more portable schools. They are not a good thing, in other words, unless they are absolutely necessary.

Senator GALLINGER. They were appropriated for in the first place to meet a very serious exigency. I think you have reduced them in number this year.

Mr. BLAIR. I think the number this year is less than it was formerly.

Senator GALLINGER. Yes.

Mr. BLAIR. And of course, awaiting the completion of the building at Park View, we have had three portable buildings in use. At Congress Heights we had a similar situation two years ago.

Senator SMITH of Maryland. What have you to say in regard to the next item?

PURCHASE AND REPAIR OF FURNITURE, ETC.—AGAIN.

Mr. BLAIR. We have been seriously crippled in regard to the next item, "For purchase and repair of furniture, etc., \$27,500," for some time, and we have been asking from year to year for a liberal increase in that item. It covers, as you can see, a very wide field. It covers practically the equipment of our manual training schools. It is—

For purchase and repair of furniture, tools, machinery, material, and books, and apparatus to be used in connection with instruction in manual training, and incidental expenses connected therewith, \$27,500.

Of course, with your knowledge of the educational movement, you understand that the vocational and manual training schools are growing more and more in demand among the people. We are trying to meet that demand without changing our school system in any marked way. We are putting this prevocational work into the seventh and eighth grades of the school buildings where it seems to be demanded, and we are establishing one or two vocational schools where we are carrying a course in connection with the manual work in such a way as to hold students; and yet in what we have been

doing there is a wide demand for increase in its operation in sections of the city where beyond any doubt it meets a real need and demand.

Senator SMITH of Maryland. Have you found that the amount of \$27,500, appropriated, is inadequate?

Mr. BLAIR. It is entirely inadequate to expand at all. The estimates that are here, you understand, put in the Estimate Book, are the things that we have actually contracted for at this time. They are the obligations under which the fund is. We have, as I understand, practically expended that fund year after year, and have been crippled in the expansion of the work to any degree by reason of the fact that we had not enough money to expend it. I could name offhand four places in the school system where this prevocational graded school could be established with benefit to the community at this time, but we have not the money to put in the equipment.

Senator SMITH of Maryland. In other words, while you have expended only \$27,500 you have not been able to do the work in this line that you feel to be necessary?

Mr. BLAIR. We have been halted in it. It is not a wide expenditure. We buy some machinery, some typewriters, and things of that sort, for the boys, and things that will enable the girls, along cooking and sewing lines, to have a broader course than otherwise. It is not expensive, but we have not been able to keep our equipment up to what it ought to be.

FUEL, GAS, AND ELECTRIC LIGHT AND POWER.

Not by way of asking anything, but to explain what the situation is, I would say that we are heating, lighting, and furnishing power to our school buildings for \$85,000, which, I think, was the amount some 8 or 10 years ago. We have been doing that by the use of soft coal, and we have now transferred from the use of hard to soft coal in over 100 out of our 180 buildings. Complaints have been more numerous the past year from the citizens and from various neighborhoods, arising from the use of this soft coal, than they have been in other years. I have talked that matter over with Col. Kutz, and he feels that perhaps we have been using a little too low grade of soft coal this year and that it will not be advisable to buy quite so cheaply. I hope very much we will not come here with a deficit along those lines, and if we do, it will be because of the increased basic cost of the fuel by reason of the better quality that we are obliged to use next year.

Senator DILLINGHAM. Do you use automatic stokers?

Mr. BLAIR. Only where they have been put in. We have a great many buildings with old furnace heat in them.

Senator DILLINGHAM. Are you able to comply with the antismoke law?

Mr. BLAIR. Pretty well. That is because of the fact that our janitors are taught how to fire; they go at it in earnest and learn how to fire, and only in rare instances do we have complaints of violation of the smoke law.

Senator GALLINGER. The antismoke law is not obeyed in this city. It is violated every day and almost every minute of every day.

Mr. BLAIR. I should not be willing to be put in the position of saying that we never violate it; but we do pretty well, I think, along those lines.

The next item we ask is on page 48, line 1, "Eight rooms and assembly hall addition to the Powell School." For that we asked \$4,200. We must urge that at this end of the Capitol. The present price of the things that go to equip that room will make it impossible to equip the Powell room the way it should be and rooms always have been at a figure less than the \$4,200 we ask.

CONTINGENT EXPENSES.

Page 48, line 5, "For contingent expenses," is next. We have been asking for an increase in that appropriation for some time. We are sometimes met with the argument, "You did not spend any more than you did the year before." In economy we do not—we can not. It is a contingent item, and the fund is exhausted, and it is one that has to be carefully watched; and of necessity many things that should be done and that are properly chargeable to contingent, we do not do, because we have not the means with which to do. That covers a very wide field. The new thing we asked for was that there might be an allowance made to the two assistant superintendents of schools of \$300 each for garage. The situation with us in respect to automobiles is that the superintendent of schools owns his, and the two assistant superintendents own theirs, and the superintendent of janitors owns his. All four of those officials pay for their own machines, and they are allowed \$300 a year toward the upkeep of those machines. They have to buy them, and they pay for them, and they wear them out in school service, getting less than the actual cost of their maintenance in that allowance of \$300. We feel—the board has felt—that it is entirely proper to ask for that allowance for the assistant superintendents as well as for the superintendent and for the superintendent of janitors.

PURCHASE OF BOOKS OF REFERENCE.

Also, out of that item, we have been restricted in the purchase of books of reference to \$1,000; that is, for the school libraries and for the general school library. We ask to have that changed to \$2,000 so that we may spend up to \$2,000 out of the contingent fund. It does not increase the size of the contingent fund, but it gives us a little more room to get books we need.

Mr. THURSTON. May I ask in that connection that we have nine high and normal schools at the present time, and the headquarters offices, and the only fund that can be used to get books for those libraries is that \$1,000, which is an average of \$100 a school, which will not do more than keep up a library in the matter of repair, and we can not get the modern books of reference we ought to have. So much of high-school work is taught in connection with the school library, and the students have to follow the references, that it is impossible to put in the best books that we ought to have, on account of the limitation on funds.

PURCHASE OF PIANOS FOR SCHOOL BUILDINGS.

Mr. BLAIR. The next item, "For purchase of pianos for school buildings and kindergarten schools, at an average cost not to exceed \$300 each, \$1,500," has been fixed on the recommendation of the

House. At the former rate it would have taken 40 years to give each school a new piano. Fixing this at \$1,500, it will take only 32 years to get a new piano in each school.

Senator GALLINGER. What about the total for contingent expenses? That is in line 13, \$47,500. Your estimate was \$55,000.

Mr. BLAIR. We have been working with that \$47,500, but we have been very much crippled in that fund. It is the only fund, of all the funds we have, out of which any unusual expenditure can be made, and now this is a system of over 55,000 children, growing to 60,000, and with 1,800 teachers and 400 employees, with all the needs that are new, of modern education, coming up from time to time, and that is the total amount of free money we have for this entire system. It is about \$1 a child we ask for. Of course each child would not get it in just that form.

ADDITIONAL LABOR.

Under the next item, beginning in line 17, we ask for \$600 to pay for necessary labor in the handling of textbooks and school supplies. There have been only two people to handle the textbooks and supplies. The House gave us an increase of \$200 in the salary of the assistant to the bookkeeper and custodian. We need that very badly. There are times of great pressure there, in the opening of the schools, when it is a good deal of a proposition to get the supplies into the schools, and it is a good deal of a proposition to get them into the storehouse and distributed there in an orderly manner, and that is what we have to do it with, just those two people.

Senator GALLINGER. Your estimate says, "Necessary labor, not to exceed \$600."

Mr. BLAIR. That is for labor needed on these occasions when there is great pressure. For instance, you have to take the textbooks to the children within a week. You ought to take them to them within a day, but you can not do it. There are 45,000 to 50,000 grade children, and they have to be supplied with textbooks and all other supplies at the opening of the schools each year, and we have asked for \$600 to cover these periods of emergency, twice a year, in connection with the opening and closing of the schools, and the stocking of the stores. We are very anxious to have the entire amount which we have asked for, \$600, restored.

The situation is that this is the source of the free textbooks in the District of Columbia, and also the source of all our supplies, and there is not a thing, I believe, on which the contract price will not be higher next year than it was this year, and with the amount we are asking I do not know whether we are going to be able to get through or not, but we are going to try to. We can certainly start the school year with it, and then if we think we are going to face a deficiency, we can come here later on.

FREE TEXTBOOKS FOR HIGH SCHOOLS.

We asked in our estimate for free textbooks for the high schools. That item was not included by the commissioners, and therefore it does not appear in the main print of the bill. I do not know whether the committee would be willing to take it up at this time—I mean to consider it—but I would like simply to say at this time that the board

has given careful consideration to that matter, and we believe that ultimately there should be installed in high schools free textbooks, for those pupils that go there. There are a number of instances which have come to knowledge each year of children who are not going to high schools by reason of the cost, which in the four years runs perhaps \$100 or \$150 for textbooks. The number of those cases is not large compared with the entire number of pupils enrolled in the high schools, but there is a considerable number. The installing cost would be about \$47,000. Of course after you had your books installed the upkeep would be very much smaller.

Senator GALLINGER. Do you propose to supply free textbooks to all the pupils in the high schools?

Mr. BLAIR. Yes, sir; that is the thought.

Senator GALLINGER. What is the rule in regard to that in other cities, or have you not looked into it?

Mr. BLAIR. That is a matter that seems to have grown, Senator, in this way, that almost everybody thought it ought to be done in the grade schools, and practically everybody has now done it in the grade schools; and then the tendency has been to follow with it in the high schools. I would not say that that was the custom to-day in the high schools. I would say, however, that that was the trend of school administration through the country.

Senator SMITH of Maryland. What do your books cost you here that you furnish?

Mr. BLAIR. We spent last year, for the various items which come under this appropriation, \$64,901. Out of that, for textbooks in the arbitrary sense—simply textbooks—we spent \$38,738. For paper, which is one of the things that we have to take out of this, \$13,500 was spent; and, of course, that will be very much larger. I am now giving the appropriation of 1914.

Senator SMITH of Maryland. How much was it for textbooks?

Mr. BLAIR. That is all in this one item that we have under discussion. We purchase textbooks and supplies under this item.

Senator SMITH of Maryland. I know; but I spoke of textbooks.

Mr. BLAIR. That alone is a little less than \$40,000. Of course, all supplies are going up. Paper is very much higher, and various other things.

APPARATUS AND TECHNICAL BOOKS FOR PHYSICS DEPARTMENTS.

On page 49, line 10, we asked that that might include the purchase of technical books, which has been omitted from time to time. In other words, a technical book is quite as necessary, not infrequently, for the maintenance of a department, as some apparatus may be, and we have no authority to buy the technical books for the equipment of the physics departments, or for the equipment of the chemical departments, laboratories of chemistry and biology. The language is the same. We simply asked that the language be put in there so that we might buy the technical books.

Senator GALLINGER. By that is meant the books that go on the shelves of the laboratories for the use of the children?

Mr. BLAIR. Yes, sir.

Senator GALLINGER. If you had that language included in those two items, would it not be necessary to somewhat increase the appropriation?

Mr. BLAIR. No, sir. We need more money there, but we are not asking that. We are trying to get along with what we have there. We will have to have some more money there. We can not keep this number of laboratories up with the amount that is allotted. To illustrate that, here is a work that is on some particular process in chemistry. We can not afford to tell the children to buy it. It may be something giving some new form that is developed—a German dyestuff occurs to me offhand. There might be some authoritative work written in respect to dyes and colors. We can not buy that to-day for the various laboratories, because we are not allowed out of this amount to purchase technical books.

MATERIAL AND LABOR FOR SCHOOL GARDENS.

I thought that we got all we asked for in the preceding item, in lines 8 and 9, but I see we asked for \$2,500 for utensils, material, and labor for establishment and maintenance of school gardens. We had \$1,200 this year. I think any one of you Senators who might have been in the city at the close of the school garden term, the end of August last year, and who might have gone around to any that might have been convenient of the 20 gardens that we had and seen the results of the work of those children, would have felt that we could to advantage be allowed that \$2,500 to be spent in that direction.

INSTRUCTION CAMP FOR THE HIGH SCHOOL CADETS.

Now, I am frank to say to the committee that although I thoroughly believed, and do believe, in this item of a high school cadet camp, yet in view of the lateness of the time in the session when this appropriation will be available, and of the fact that the last of the schools are closing to-day, I really do not know whether to press that item on the attention of this committee at this time or not. I have serious question in my own mind as to whether, this appropriation not being available until perhaps the middle of July or the 1st of August, it would be a wise expenditure. If it was left in the appropriation bill, I am inclined to think that the administration by the board of education would be in connection with the latter part of the next school year rather than to attempt to have a summer camp this summer.

Senator GALLINGER. That is in the line of legislation we are engaged in just now. Do you not think it wise to leave it?

Mr. BLAIR. I was going to say it might be left in if the Senate is willing to leave it in.

Col. KUTZ. Let them have a camp at the end of June next year.

Mr. BLAIR. We could get it in in the school year. Of course it was originally planned for some time in July or August. It is only a week in duration, anyway.

Commissioner NEWMAN. It is something we want every year, anyway.

Mr. BLAIR. We would ask it next year; yes. It might be better in operation to have it the last week in June rather than later in the summer.

Senator GALLINGER. If the camp is not held, the money can not be expended.

EQUIPPING SCHOOL BUILDINGS, JANITOR SERVICE, ETC.. IN CONNECTION WITH CIVIC AND SOCIAL-CENTER WORK.

Mr. BLAIR. We can not spend it for anything else, of course. At the bottom of page 49, I think possibly before the high-school cadets' camp, we had two items which we included. One was—

For the purchase of fixtures and supplies for lighting and equipping school buildings used as civic and social centers and for the extension of night schools and special activities, \$3,000.

That is for fixtures and lighting for those four purposes. The next item, of \$600, is for an allowance to be made to the janitors in connection with the broader use of the school plant.

Senator GALLINGER. How many school buildings are now being used, Mr. Blair, for so-called civic purposes or social purposes?

Mr. BLAIR. I have not with me the figures on that, Senator, but they are being used to a very considerable number by citizens' associations where they have no halls available. Where there are no halls, they are meeting in the school buildings. The restriction as to smoking makes the association not inclined to use the school building unless it is the only hall available in a given neighborhood. It is being used by the mothers' clubs and by the parent teachers' associations, and I should say that probably about 50 buildings were in use of that character. This is entirely apart from what some of the committee may possibly have in mind, the question of forum use. This is along the lines that are indicated, parent teachers' associations, home school associations, citizens' associations, literary clubs of a character that makes it proper for them to use the buildings under the present legislation, and organizations of that character. I should say that approximately 50 buildings are being used, and when you include the element of the mothers' clubs, perhaps more than that are being used, just occasionally.

Senator SMITH of Maryland. Will not the use of these schools for the purposes for which they are now being used, civic purposes, increase the cost of keeping them up, for repairs, etc., to some extent?

Mr. BLAIR. I think not perhaps as much as one might think, at least. It will increase the lighting cost in some measure, slightly, in a number of instances. Of course it will amount to an item when you get it all together, but not a large item. The heating cost will be increased in a measure by reason of the fact that you keep your buildings warm until 11 o'clock at night instead of until 6 or 5 o'clock in the evening.

Senator SMITH of Maryland. Heat and light will certainly increase the expense.

Mr. BLAIR. In some measure, in that way; yes, sir.

Senator GALLINGER. Is there any limit to the number of times that these school buildings can be used by these associations, clubs, etc.?

Mr. BLAIR. There has been no inclination to refuse any application because there has been no request to use them with any such frequency as to interfere with their use for school purposes, and I do not know that any association has asked for them any more frequently than for their regular meetings, which are generally monthly.

Senator GALLINGER. Of course, it goes without saying that in addition to the increased cost of heating and lighting there will be some wear and tear on the school buildings if they are open for pur-

poses of this kind, which was not in contemplation when they were constructed.

Mr. BLAIR. The buildings recently planned, you know, have assembly halls, all of them, of course, for that specific purpose.

Senator GALLINGER. I understand that.

Mr. BLAIR. In buildings where we have no assembly halls that can be used for this purpose, they are generally using the kindergarten rooms for that purpose. That involves the moving out of the furniture by the janitor in the afternoon when the schools close, and putting in chairs, and then moving the furniture back and fixing the rooms after the meeting is over, so that they shall be ready for school use the next morning.

Senator GALLINGER. Who has supervision of these gatherings?

Mr. BLAIR. Always, I might say, there is someone connected with the school system connected with the organizations. There might be an exception in the case of the citizens' associations, but there the janitor is always present, and it is the mere question of the use of a room in that building in the presence of the janitor.

Senator GALLINGER. If these two estimated items that you have called attention to are not allowed, where would you get your money for this purpose?

Mr. BLAIR. If those were not allowed, we would do a little bit of it, a very limited amount of it. We would do nothing of the second item, because we would have no authority to; that is, as to compensation of janitors.

Senator GALLINGER. Yes.

Mr. BLAIR. We would urge on the associations, possibly, the voluntary payment by the associations to the janitors for that service. The other, where it was justified by the character of the use, would be paid for as we could do it, perhaps out of repairs or the contingent fund.

Senator GALLINGER. You would squeeze a little money out somewhere?

Mr. BLAIR. Yes. A great many of these buildings have no lights, whatever. They were built without any lighting facilities. Sometimes the piping is in there, but there never have been any fixtures purchased. This does not contemplate the equipment of buildings except to furnish the things that would ordinarily have been put in in the original instance.

MEDICAL INSPECTORS—AGAIN.

DENTAL CLINICS.

There is one item perhaps I should have taken up, which I intended to take up at the time we were discussing the medical inspection item. There has been a very strong movement, growing out of the appointment of a dental inspector, for a dental clinic in the schools. I am not a doctor, but I gather from what the doctors tell me that the question of care and condition of the teeth is coming to have an importance, in connection with the personal physical fitness of the child, that perhaps was not recognized formerly.

We do not want to go into that so much, but we do find from the dental inspection that has been permitted under the clause which

requires the appointment of dental inspectors among our medical inspectors, that a bad condition, a poor condition, in a great many instances, of the children, does exist. The dentists were enough in earnest about this matter so that they have really been conducting a free clinic for a year or two, taking the children that were discovered in the schools, and treating them, to see what the situation was. They have found upon examination that in about 17 States, and more than 32 cities in those 17 States, there are maintained by the municipality free clinics for children. They have asked us to submit, and the board has favorably considered, an item of \$5,000 for the establishment of dental clinics in connection with the schools.

I personally believe that it is a valuable addition to the schools and a valuable and necessary thing for our system. If we do not get it this year, I have not any question but what we will be asking for it until it is given to us, because I believe from the work of the dental inspectors the necessity and usefulness of that has reasonably been demonstrated. It is not a large item, and as we have drawn it we would ask for the establishment of a free dental clinic in the public schools of the District of Columbia under the direction of the board of education, the equipment of two offices, materials, and salary of the operators, etc., \$5,000.

Senator GALLINGER. Do you propose to establish one clinic or more?

Mr. BLAIR. That is for two clinics, one for the white schools and one for the colored schools. That is one of the answers we make when we are charged with extravagance in our system, that we can hardly do anything unless we do it in that way.

Senator GALLINGER. Those clinics you would have in the school buildings?

Mr. BLAIR. I do not think we would have to hire any quarters. I assume that would work out to taking a building well located where we could find a room, and using that room for the purposes of the dental clinic, taking care of as many children as we could.

NEW EASTERN HIGH SCHOOL.

We ask for an initial appropriation for the new Eastern High School of \$200,000. That is on page 50. The total cost is not to exceed \$750,000. I just do not want to be precluded in the future by what action the House has taken. I think probably if the committee wishes to leave that item as it has come to us, by the time the next appropriation bill will be available we will probably be ready to build, and not before that, so that the unexpended balance will be all that we will need. That is correct, is it not, in your judgment, Col. Kutz?

Col. KUTZ. The unexpended balance will be all we can economically expend between now and the 4th of March, 1917. It will take that time to prepare the detailed plans and specifications and to get ready.

Commissioner NEWMAN. This has authorized us to make the contract.

Col. KUTZ. We can make the contract now.

Mr. BLAIR. Yes. I do not think there is any occasion to change that.

Senator GALLINGER. I see you have suggested as new language the words "preparation of plans." Have you not full authority to have plans prepared for that building?

Col. KUTZ. I think authority for the construction of the building would carry with it the authority to make the plans.

Senator GALLINGER. I should suppose so.

Mr. BLAIR. But I am inclined to think that that suggestion has come from the auditor, Senator.

Senator GALLINGER. There can be no harm in putting it in.

Mr. BLAIR. And there would be a little difficulty along that line. I am very sorry to trouble the committee, but for some reason which I have not been able to understand our estimates for buildings, which we tried to make in a very conservative manner, were, with the exception of four instances, I believe, excluded by the House.

BUILDINGS AND GROUNDS.

RHODE ISLAND AVENUE SCHOOL.

Senator GALLINGER. Will you kindly suspend a moment, that I may call attention to an item along that line that was handed to me as I came into the committee room, together with a letter from Senator Works, of California, introducing the gentleman who gave me this material—a Mr. Nigh? It is in relation to a school site in Brookland, and there seems to be a very sharp, and I should judge serious, controversy concerning that matter. I suppose you have looked into that, have you, Mr. Blair?

Mr. BLAIR. We met that at the other end of the Capitol, and presented our views on that question, and although we received no appropriation for the school that we asked for—it is the Rhode Island Avenue school that is involved—yet I think the committee was satisfied that when the time came for them to build a school out there we had done well.

Senator GALLINGER. In Mr. Nigh's statement the first paragraph is as follows:

Two years ago Congress appropriated \$12,000 for the purchase of a school site in Woodridge. Mr. S. M. Ely, supervising principal of the fifth division, acting with authority of the school board, began taking steps to secure a site just north of Rhode Island Avenue, in Woodridge, and, in accordance with provisions of the law, proceedings were begun to acquire the site by condemnation. Suddenly, and so mysteriously as to be without apparent cause or reason, the project was abandoned and a new site in Brookland was selected at Eighteenth and Newton Streets, more than a mile remote from where intended in the first action.

Commissioner NEWMAN. Senator, I think possibly as good an illustration of the unreliability of this statement as you need is that one statement where it says, "more than a mile remote from where intended, etc. Do you recall, Col. Kutz, the exact distance?

Col. KUTZ. It is stated in the House hearings. It is less than half a mile, I think.

Senator GALLINGER. I simply wanted to put in the record the fact that I had called attention to this matter. I know nothing personally about it, and doubtless the committee will look into it.

Commissioner NEWMAN. It was very fully covered in the House hearings. Everything that could be raised here was covered in the House hearings.

Mr. BLAIR. I would rather not go into that again, and if I may, I will simply give the pages of the House hearings where it was discussed. It begins at the bottom of page 308 of the House hearings and it extends to page 515. Col. Kutz was asked the direct question, and as I remember it now, he measured the distance on a scaled map we had there, and the exact distance between the two tracts was found to be 3,000 feet, a little over a half a mile. The entire matter is set out there. That was a very bitter neighborhood quarrel, and instead of purchasing a site of quite small dimensions within a stone's throw of the District boundary, which might have been very convenient to the Maryland citizens living just across the District line, we purchased a site a little over a half mile from the District line, a site that runs from Eighteenth to Twentieth Streets, on Newton Street, and which gave us a large, fine site for what we hope will be ultimately one of the model suburban schools in this country, where people can be taken to see what can be done for suburban schools immediately adjacent to large cities. I do not think there can be anything added to what was said before the House committee, and if the matter should become one of question for the committee, I should be very glad to be called back again, if I might be, in order to take the matter up.

PURCHASE OF ADDITIONAL GROUND ADJACENT TO SCHOOL SITES.

There is hardly an item in our submitted estimates, which are found on page 51, that is not an item of importance and essential consequence to the school system. All those items under \$10,000, to which alone I now refer, are minor in character, and they are meant to purchase odd parcels of land which ought to have been included in the original sites at the time they were purchased, which are needed now to round out school sites and furnish play grounds for schools which have been built upon the streets. I do not think there is one of them but what has been a matter of careful inspection by both the commissioners and the board of education, and there is no overvaluation, in my judgment, and I have heard no suggestion of overvaluation in regard to any of those items. Take, for instance, the \$6,000 item for the purchase of additional ground adjoining the Tyler School. That is a school on Eleventh Street SE., which fronts on the street line. There is not as much open space around it, if I remember it correctly, as there would be area in this committee-room floor. It fronts on a street with cobble-stoned pavement. It fronts on a street which has two tracks of the Anacostia car line running down it. It is an eight-room building, with an enrollment of approximately 300 children, and they have not an area the space of this room for play space, outside of the cobble-stoned street.

The other items are many of them of a similar character and to serve a similar purpose.

Senator DILLINGHAM. Is it not true, in many of the instances, that the land unless acquired now will be used for some other purpose?

Mr. BLAIR. In several of those instances the land is going to be used for some other purpose, and its purchase would not be economical in the future certainly. It might be done, but it would not be economical. At this time they are small items which can be expended to decided advantage.

Senator SMITH of Maryland. What portion of this \$60,000 would be for additional ground and what portion for the erection of building?

Mr. BLAIR. I beg your pardon, Senator. I was speaking of the small items, those under \$10,000.

Senator SMITH of Maryland. You spoke of the \$60,000 item here as for additional ground adjoining schools, and for the erection of a four-room building, including an assembly hall.

Mr. BLAIR. No; I beg your pardon; that was the \$6,000 item, the next item near the last. I had not taken up the larger item. I simply took up the Tyler School as a general illustration of the smaller items.

Senator SMITH of Maryland. I thought you took up the \$60,000?

Mr. BLAIR. No, sir; I was going to take up that larger item later.

Now, take the item of \$22,000 near the bottom of the list on page 51, two-thirds of the way down:

For the purchase of additional grounds north of the site of the 16-room building west of Soldiers Home Grounds, \$22,000.

That is the only land that is available out there for a playground for that new Park View School. We can get it now. The contractors have held up on the building construction which they are contemplating there. An investigation of the price by both the commissioners and the board of education has led us to the belief that that is not in any way a large price. It is a small price to pay for that land. If we do not buy it, then we are all in the position of having put a 16-room building out there in a developing neighborhood, that has cost approximately \$135,000, and after we have finished it we have left those children without a foot of play space. Of course, they have space there to-day because that is a country neighborhood, in a way.

Senator SMITH of Maryland. They have that space only by permission of the owners. They are playing on private property?

Mr. BLAIR. Yes; and of course the streets are not filled with traffic at this time, and you can play out in the roadway in safety. But in 10 years, or certainly inside of 15 years, you will be exactly in the same situation as in regard to these other schools in the city, where you failed to make any provision for playgrounds when you bought your original sites. Everybody recognizes now that those instances were mistakes; and here is this fine school in this splendid neighborhood, on which you have graciously expended more than \$135,000 for construction and equipment, and if we can not get this appropriation at this time it will take three or four times that amount to get any play space in the future; and if you do not get it for them, you will put those children in the same condition as those in the schools that are right on the street in a part of the city that is built up with a street-car line in front of them with a brick pavement in front at the present time; so that it seems to us in view of that particular situation, and that the land has practically been held for upwards of two years for us now, that that is an item which is perhaps entitled to first consideration among those sites.

Commissioner NEWMAN. May I interrupt just a moment? I happen to have personal information about that condition. The builder who is holding off, refraining from building on this half square, giving us the opportunity to get it, has in the meantime built 25 or 30 houses across the street half a block away, up the street that the school is on,

and is engaged in the building up of a very good class of houses in the development of that particular neighborhood, and it is obvious that he has held off on account of the desire to give us an opportunity to get that, because he has built on the other property of which he had control in the same neighborhood; and he says now that this is the last chance that he will give.

I was surprised to find how active the building development was in the vicinity of the Soldiers' Home. It is astonishing. It is building up very rapidly.

Senator GALLINGER. I have noticed that recently.

Mr. BLAIR. In connection with these small items I have been speaking of, Senator, we prepared and filed at the request of the House committee the number of square feet in each of these sites, and the value of the land, and of the improvements, giving the total value of the various items, so that we will simply refer you to that, at page 318 of the House hearings, or file a copy with the committee.

Senator SMITH of Maryland. You might give us the reference.

Mr. BLAIR. It is page 318 of the House hearings.

Senator CURTIS. Are there any of those buildings which, because of changed conditions, should be abandoned and new sites selected?

Mr. BLAIR. You mean in this list where we are asking for these small appropriations?

Senator CURTIS. Yes.

Mr. BLAIR. I think not.

Senator CURTIS. You think they are all well located; and it would be advisable to buy land adjacent rather than to let them go and change the location later on?

Mr. BLAIR. We have a plant which has cost, with the land, \$50,000; an old building—

Senator CURTIS. They are all eight-room buildings, are they not?

Mr. BLAIR. They are all 8-room buildings—except some that are larger, 16-room buildings, there—that are contemplated.

That brings me to the other items in the schedule. The first item is the \$60,000 of which the chairman spoke a moment ago. The Gage School is in a crowded neighborhood and in a crowded condition. Immediately to the north of it there is available at the present time a considerable amount of ground, and there is need, by reason of the crowded condition in the school, of an addition. We ought to have, probably, at the present time, the four-room addition that we are asking for now. The actual state of the school to-day is, during the present school year, that we have been teaching 16 classes in 12 rooms. It is a 12-room building, and we have been teaching 16 classes in those rooms.

Senator GALLINGER. Where is the Gage School located?

Mr. BLAIR. On Second Street NW., north of Florida Avenue.

Senator GALLINGER. I see by the table that land is offered there at about 20 cents a foot?

Mr. BLAIR. Yes, approximately that; it is not 25 cents a foot.

Senator GALLINGER. Fifteen thousand square feet.

Mr. BLAIR. That is the assessed value of the land. We probably shall have to pay a little more than that.

Senator GALLINGER. Oh, yes; undoubtedly.

Mr. BLAIR. But that is the assessment at the present time. It is available land and is unimproved, and it is in a neighborhood where it can not be expected to be much longer unimproved.

Senator GALLINGER. Has there been a price set upon it?

Mr. BLAIR. I do not know. You have not had any actual negotiations for its purchase, Colonel?

Col. KUTZ. No.

Mr. BLAIR. We have estimated that a four-room addition there, together with the land, will come within the \$60,000 we have asked.

We are asking for the erection of an assembly hall in connection with that addition. We will then have a 16-room building at that point.

Senator GALLINGER. Those various items for the purchase of additional ground, you have looked into carefully and feel that they could wisely be made, and that there is an actual necessity in most cases, if not in every case?

Mr. BLAIR. There is not any question about every item being necessary to complete those sites and to give what playground we can for those schools.

Senator GALLINGER. I have personal knowledge that in some instances it is an extreme necessity. Now, tell us about the larger items.

Mr. BLAIR. In the item of the Gage School the assessed value of the land there would indicate an approximate cost of \$6,000 to \$7,000, but that is a neighborhood where land is probably worth more than the assessment indicates. This happens to be a field growing up in grass. The whole section there was a subdivided farm, and this happens to have been, perhaps, a man's front yard, that has never been improved or changed, and is just level land lying there—a grass plot.

Senator SMITH of Maryland. Is that property enhancing in value, there?

Mr. BLAIR. It is worth more than the assessment, I should think, and it may cost us \$10,000 or \$12,000 to get it. The commissioners have said to us that it will cost about \$48,000 to build that building with the assembly hall.

Senator GALLINGER. For the Gage School, you say it may cost \$10,000 or \$12,000?

Mr. BLAIR. The assessment indicates \$6,000.

Senator GALLINGER. The assessment indicates \$4,000.

Mr. BLAIR. Then you add about one-third to that and it will make about \$6,000.

Senator GALLINGER. Yes.

RHODE ISLAND SCHOOL—AGAIN.

Mr. BLAIR. The next item is the item that has already been referred to, the land in Woodridge, and the condition out there is such as to make that an urgent item. I will put into the record, if I may, a canvass which has recently been made by the Citizens' Association out there showing the condition there, from an accurate and careful canvass in December, 1915, respecting school children in that neighborhood, and it shows that there were at that time of school children of primary school age, in that neighborhood, 622. With the best progress we are likely to make, it takes a year and a half to two years to get a building after it is authorized. It is estimated from a canvass that there are 295 children who will be ready

for school by the time that building is completed—who in the near future will be of primary school age. That is a locality immediately adjacent to Maryland, and there are 43 Maryland children to be taken care of at the present time, and there are approximately 100 more children in that locality who will be ready by the time the school building is ready. There were at the time of the estimate 60 buildings in process of construction. That is a family neighborhood, and they have allowed two children for each of those buildings after they are finished. The owners there are young men, 25 to 40 years old, drawing from \$1,200 to \$3,000 a year in Government departments. That is a fine neighborhood, growing up in splendid condition, so that there are estimated 1,183 children who will be ready for those buildings within the time in which we could get them according to the ordinary process of construction. There has also been taken up and started the construction of additional houses. There were 50 or 60 unoccupied houses at the time of the census and there are 50 more in process of construction, and that adds another 100 to the school population out there, making 1,283 children.

For taking care of that approximate number of children within the next two years we have the Langdon School; which is a 10-room building, but about a mile from this proposed site and down a long hill and up the other side of a long hill, so that it is not readily accessible to this neighborhood. We have that 10-room building, which would take care of four or five hundred of these children, leaving around 800 or 900 children to be taken care of by the time this building can be reasonably expected to be finished. We want to start a 16-room building there which will involve an assembly hall and a present construction of 8 rooms only, but we know that it is not economy and it is not efficient building to put up that 8 rooms now and the balance of that later on. You ought to put up your 16-room building at this time and finish off the 8 rooms that you expect to use, and we have asked, after consultation with the engineer commissioner, for \$90,000 for that item. We have the opportunity, in my judgment, for as fine a suburban school as there is, out there, and not to be extravagant; I mean to use it in the way modern development is using its sites and schools. They have everything out there. They are enthusiastic as a neighborhood; they have their annual front-yard and garden contests, and it is a community which has developed among well-educated people who are anxious to give their children all the benefits of education and are in a position so that they can afford to.

The next item is an estimate of \$40,000 for the purchase of a site for the third division, between Tenth and Thirteenth Streets, and as near Spring Road as we can get for the money. That is the region north of Mount Pleasant and westerly from the Park View region, which we have taken care of by their new building out there. It is rapidly growing and rapidly developing. We have been taking care of those children at the Johnson-Powell center, and at the Petworth schools; but both of those schools, or both of those groups, are overcrowded at the present time. When we get our Powell addition finished and occupied, as it is hoped to do next year; it is filled now, practically.

Senator SMITH of Maryland. How many sites are available?

Mr. BLAIR. It will be difficult to find a site in this neighborhood.

Senator SMITH of Maryland. No, but I mean in this neighborhood where you propose to buy this property; how many sites are there?

Mr. BLAIR. We do not know, to be frank about it. We simply feel that we ought to have from 20,000 to 25,000 square feet of ground out there, and that that is a neighborhood in which the values are going up rather than going down, and it is economical to get our site just as soon as we can.

Senator SMITH of Maryland. The time has arrived when it is necessary to have a school in that neighborhood, and you feel also that the property is enhancing in value, and it is better to acquire the property at once?

Mr. BLAIR. That is our feeling about it. We made the estimate for it two or three years ago, but other matters pressed in which just had to be taken care of, and we have been temporizing and getting along as best we could, and the conditions are crowding there all the time. We are conscious of it, but we have not been able to ask for the site because of the large appropriations that the two big high-school problems were carrying, the Central High School and the M Street; also because of the amount that was tied up in the Park View School.

The next item is to take up the ground immediately in the rear of the Armstrong Manual Training School. It is practically unoccupied. It is not of great value, and yet it would round out that site and make available land for buildings which will be needed within a reasonable time. It would make available the land on which to place buildings for sewing and cooking schools, and some manual training work that the school itself ought to be doing but is not now doing because it has not the room in which to do the work.

Senator SMITH of Maryland. Have you the estimate of the cost of that? I see you ask here for \$21,509.

Mr. BLAIR. That is based on the assessed value, I think, Senator. I believe we can purchase that land within that figure. It is in the rear of the school building, but it fronts on a street; but the school building itself makes it reasonably certain that there will not be construction there, and I think we can get it for that price, and the land is so located that if we should put cooking schools there and improvements of that character—use part of the land for that—there can be joint use of the proposed new building by the colored academic high school and the Armstrong School itself. In other words, the rear of the academic high school comes almost up to this land, or just across the street from it, and it would serve a double purpose in that way, and yet serve both of those schools efficiently.

Now, we need very much to establish another manual training center. They are using rented quarters, as I understand it, at present, and we have asked for the purchase of a site for an eight-room manual training school center in the eleventh division. That is the division, taking the situation in the colored schools all together, that is the best location for a manual training center school to serve the colored graded schools, chiefly of the eleventh division, and the location would be most efficient of a school erected within that division for those purposes.

Senator GALLINGER. Why do you use the word "center" in place of the word "school" in that place?

Mr. BLAIR. Because that is where the grade pupils all go. They call them centers, where they send the children of a division for manual training work. It is manual training work entirely that is done on the premises.

I think I have spoken of all the other items except the last one, which is \$35,000 for a site for a new 16-room building in the seventh division. We tried three or four years ago to get an appropriation for additional land adjacent to the Maury School, and our persuasive powers were not convincing enough to get the item, so that the item received consideration, until after the land all had been improved. The result is that we were obliged to permit to revert to the Treasury at the end of last year an appropriation for additional land adjacent to the Maury School because of the character of the improvement which had since then been put on the land we had hoped to get, which had increased the price so much that it did not seem wise to ask for the money to buy the land with the improvements on it, because there was a better point in that division at which to put a new school, so that we are now asking for an appropriation of \$35,000 to cover the cost of a site for the seventh division.

Senator GALLINGER. What use are you going to put the old Eastern High School to when it is vacated?

Mr. BLAIR. If I was asked to respond to that question to-day I should tell you it looked to me as though we would have use for it in connection with the grade centers, perhaps in connection with the vocational school work; and I am inclined to think that that would be the extent of the use of the building at the present time. But we find conditions changing, sometimes, very rapidly.

Senator GALLINGER. I was wondering whether if that was made available for grade schools, the necessity for this new building which you have estimated for might be so great?

Mr. BLAIR. This goes to another direction. It goes out east and northeast of Lincoln Park. In other words, it is the northern division, really, and toward the eastern division of that subdivision of the schools, and with the growth, as we see it, of the school population. But while we need the school to-day, and we have not even the site yet, all the schools there are crowded, and it is to take off the pressure between the sixth and seventh divisions which lie adjacent to each other there now.

In our estimates we asked for \$60,000 to purchase additional ground and provide a site necessary for an addition to the Blair School. I would like to say that that is not personal; that that is Montgomery Blair, so that there is no personal seeking in that matter. Since then we have been looking over the situation, and inasmuch as that involves the purchase of improved property, the only available place in that division, the sixth division, to put a central school—and ultimately we will have to put it there, but inasmuch as it involves the purchase of improved property which is not modern—it is extremely likely that it will be to our advantage to wait a little while before we ask for that purchase. That was in our supplemental estimates, but not transmitted by the commissioners; but we are going to ask—and I will submit the item a little latter, if I may—that we be allowed to purchase some additional land and add four rooms to the Wheatley School, which is a school east and north of Kendall Green.

That will enable us to take care of a very crowded condition in the sixth division, which is the division running from E to F Streets NE.—approximately E Street NE.—northerly to the Kendall Green country, and including the northeast section of the city where, since the construction of the Union Station, a large number of homes have gone up, and out in that neighborhood where the Wheatley School is, out in the neighborhood of what used to be a large vacant tract where the circus and other performances went on, but which has been built up in the last year by row after row of houses, so that I do not know of any section of the city where there has been greater building activity; and they are people of moderate means, and we need to get out there and take measures to take care of the people in that neighborhood; so that I am going to ask permission to submit an estimate for an addition to the Wheatley School site. This is land that can be purchased cheaply now, and we need the structure at this point at this time, and we will let the supplemental estimate for the Blair School and the addition there go for a while, at this time.

I might say with respect to what is on page 52, that we are not in favor of the legislation contemplated on page 52. As the House has omitted it, we hardly expected the Senate to ask it.

If I understand correctly, I am requested by the committee to submit a clause that will cover a provision of the legislative appropriation bill as to the limitation of salaries to \$2,000, and I am granted permission to submit an estimate for a Wheatley School addition.

I want to thank the committee for their kindness and patience in listening to me. Unless there are some questions, that is all. We are very much obliged to you.

FREE PUBLIC LIBRARY.

STATEMENTS OF MR. GEORGE F. BOWERMAN, LIBRARIAN, PUBLIC LIBRARY, AND MR. HENRY S. MATTHEWS, OF THE COMMITTEE ON LEGISLATION OF THE BOARD OF TRUSTEES OF THE WASHINGTON PUBLIC LIBRARY.

Senator SMITH of Maryland. Gentlemen, we are ready to hear you, but we would ask that you be as brief as possible. We have so much to do and so little time to it in that we must be as short as possible.

Mr. BOWERMAN. Mr. Chairman, I desire to introduce to the committee Mr. Henry S. Matthews, a member of the committee on legislation of the library.

Senator SMITH of Maryland. I take it for granted that you have had a hearing before the House on these matters?

Mr. BOWERMAN. Yes.

Senator SMITH of Maryland. And you have given your views relative to these various items you now want to talk about; is that the case?

Mr. BOWERMAN. We gave a general statement before the House committee. We want to speak very briefly on some supplemental matters that have come up since.

Senator SMITH of Maryland. Is there anything that you want to say to us? Of course, we can refer to the House hearings and get all the information from them that may be necessary. Is there anything further, supplementary to what you have said to the House?

INCREASES IN SALARIES.

Mr. MATTHEWS. Mr. Senator, there is but one matter that I wish to address myself to, and that is a matter that Dr. Bowerman is prevented from taking charge of on account of modesty. It is a matter that affects his salary, and the treatment of a provision for that salary in the House committee, and also that of his assistant and the staff there, and it is simply on account of that that I wanted to say something in regard to the matter. I was not present at the hearing of this matter before the House committee.

What I wanted to say was this: That the trustees of the Public Library, of whom I am one, had placed in the estimates the salary of Dr. Bowerman, who is our librarian, at \$5,000 a year. That estimate has been submitted by the trustees since 1909. This year that was approved by the Board of Commissioners of the District of Columbia. When the list of estimates appeared in the appropriation bill as framed by the House committee, it appeared as \$4,000. The present salary is \$3,500. That salary has been \$3,500 since 1908. While we have asked, and conscientiously asked, right straight through for this increase up to the sum of \$5,000 a year, we felt somewhat pleased that our efforts had been rewarded in behalf of our librarian to the extent of advancing his salary \$500. On the point of order, however, that \$500 was cut out so far as the librarian was concerned, and a little request for \$300 extra, making \$1,800, was cut out from the appropriation bill as affecting the assistant librarian. What I wish to state is this: I wanted to impress, so far as I possibly could, upon this committee the necessity that certainly the \$500 extra, making \$4,000, should be put back in the bill if it is possible to do so. We have here a gentleman as librarian who has been a librarian of that institution ever since the Carnegie fund was devoted to the building of that library. If there is any credit whatever to be taken for the success of an institution which we understand to be considered most efficient everywhere, not only here in Washington, but outside, the success is due to our librarian, and we are now just in a position where, if we lose him, the trustees have no way in the world, for the compensation that is offered, to furnish a man in his place that can afford anything like the efficient service we have gotten from Dr. Bowerman.

Senator GALLINGER. If you can not get the \$5,000 which was originally asked for, it would be a gratification now to have the salary placed at \$4,000?

Mr. MATTHEWS. It would, indeed; and I want the committee to understand that I am speaking here for the trustees. Mr. Noyes usually looks after this matter, but Mr. Noyes was not able to get here, and I have come up here myself with a most unselfish motive to serve an institution which I think is worthy of the highest consideration we could give it. We gentlemen receive nothing, ourselves. We do the best we can. But we recognize that we are perfectly helpless unless we are able to compensate these gentlemen in a way their ability deserves.

I should like to say to the committee that we have already lost the services of our assistant librarian, who was drawing \$1,500 a year. We had asked for \$2,000 for this gentleman. We got \$1,800. That extra \$300 went out on the point of order. I do not know the merits

of the point of order. I have heard what the point of order is. But there was no ground whatever, so far as the ability of these gentlemen who earn their salary was concerned.

Senator GALLINGER. Under the rules of the House that point of order could not be resisted; but we are governed by different rules and different ideas here.

Senator SMITH of Maryland. You had three increases here, one for the librarian from \$3,500 to \$4,000, one for the assistant librarian from \$1,500 to \$1,800, and one for the chief of the circulating department from \$1,200 to \$1,500.

Mr. MATTHEWS. Yes.

Senator SMITH of Maryland. As I understand, those items were agreed to by the House committee, but they went out on the point of order on the floor of the House?

Mr. MATTHEWS. Yes. I promised not to take any time, and I do not propose to take any, but in our report which was submitted for the year 1915 you will find on page 10 a recommendation which has been carried for the last seven years, and at the end of that clause, under the heading "Increase of librarian's salary an urgent need," you will find stated the compensations received by the librarians of public libraries in cities some larger, and some smaller, and some about the same size as Washington City. At the end of that is a letter from Dr. Putnam, written in 1911, which would describe more thoroughly and more strongly the condition which we are in that library than anything I could say if I took two hours of the time of the committee, and I would be very grateful to the committee if they would consider that. That is what Dr. Putnam says in regard to the matter, and that states exactly the condition we are in.

Senator GALLINGER. Mr. Chairman, I suggest that this matter containing the list spoken of by Mr. Matthews be placed in the record, together with the extract from the letter of Mr. Putnam. The whole matter is very brief.

Senator SMITH of Maryland. Without objection it will be placed in the record.

(The matter submitted by Mr. Matthews is here inserted in the record in full, as follows:)

The following extracts from the current report of the library trustees show how strongly we feel that the interests of the library demand that the librarian's salary should be increased:

INCREASE OF LIBRARIAN'S SALARY AN URGENT NEED.

In urging the necessity for radical increases in the salaries of the professional staff of the library, foremost place should be given to our recommendation for the payment of an adequate salary to our highly efficient chief librarian. Dr. Bowerman has just completed 11 years of service here, during which time he has literally transformed the library. He has increased the quantity and quality of its service manifold. Overcoming the handicap of meager salaries paid to his professional staff, he has inspired his assistants with his own earnestness, zeal, and spirit of high and disinterested endeavor. Through Dr. Bowerman's efforts our local library has been made to rank in the quality of its service with the foremost public libraries of the country. Dr. Putnam, Librarian of Congress, whose opinion is recognized as that of an expert, in writing in 1911 to the chairman of the House Subcommittee on the District of Columbia appropriation bill, declared that our library was then "the most intelligently active for its size and constituency that I know of within the entire country." Dr. Bowerman's standing as a chief librarian has also recently been recognized by his appointment to the chairmanship of the committee on library administration of the American Library Association.

There has been no change in the librarian's salary since July 1, 1909, when it was increased from \$3,250 to \$3,500. The library trustees have been on record since 1908 as recommending that the salary be made \$5,000. Until it is so increased it can not be regarded as commensurate with the high quality of the service rendered by Dr. Bowerman, and not till then will it be put on a par with salaries paid to chief librarians of other municipal libraries of equal rank. This is evident from the following comparative figures: The chief librarian of the New York Public Library receives \$10,000 per year; that of the Brooklyn Public Library, \$9,200; Chicago, \$8,000; St. Louis, \$7,000; Boston, \$6,000; Cleveland, \$7,000; Pittsburgh, \$6,000; Detroit, \$4,000; Buffalo, chief librarian, \$4,000, and vice librarian, \$3,000; Los Angeles, \$4,500; Milwaukee, \$4,000; Cincinnati, \$6,000; Newark, \$6,000; Seattle, \$5,000; Kansas City, \$4,500; Rochester (a very new library), \$4,000; St. Paul, \$4,500; and Springfield, Mass., \$5,000.

This year we earnestly recommend that the long overdue increase in the librarian's salary be made, and that a full rather than a partial measure of justice be done to him and to the library by increasing his salary to the figures urged by the library trustees for so many years. We can not afford to lose Dr. Bowerman. Such an event is not at all unlikely unless we are able to pay him a more adequate salary. Dr. Putnam, in his letter already referred to, voiced the sentiments of the library trustees when he wrote as follows:

"I venture one further detail, which I could not well mention in Mr. Bowerman's presence. It is that should he leave us I should be at a loss to suggest any man so competent to succeed him. And that he will be drawn elsewhere is much to be feared so long as his salary remains so much below that paid in equivalent positions. My conscience has already been somewhat strained in avoiding suggestion of his name in connection with more lucrative appointments as to which I have been consulted. But I hate to assist in depriving the District of an official of his intelligence, energy, and equipment, who has accumulated such a useful experience in its service."

Mr. MATTHEWS. I brought that along specially, because the urgency of the case was made more apparent by that language than by anything I could say.

Gentlemen, I have gotten through with the part I had to do, and I thank you very much for your attention.

Senator SMITH of Maryland. Now, Dr. Bowerman.

Mr. BOWERMAN. Mr. Chairman, the House bill carried increases in 47 positions, and we are very grateful for those. It increased practically all of the minor salaries, with one or two exceptions. The committee was convinced that the salaries needed raising. There is one of those salaries below \$1,200 that was not increased that I think there is equal reason for increasing, and that is the salary of the position of the reference librarian, at \$1,000. That is on page 12 of the bill, line 15. That position requires a college education and thorough training in librarianship. It is a position that serves the public in an expert way, and the salary, in all reason, ought to be raised from \$1,000 to \$1,200.

Senator GALLINGER. I see that that official has an assistant at the same salary as he himself gets.

Mr. BOWERMAN. Yes; there are some discrepancies. I think that Mr. Matthews has covered the question of the assistant librarian, except for this: The new man we have got, who has just come, came to me under these circumstances: Three or four men were recommended to me by the New York State Library School. They said, "Mr. Hamilton is the best of the lot. If you take him, however, if you want to hold him you have got to raise his salary." I had had word from the House that they expected to make this increase from \$1,500 to \$1,800, and, expecting that it would either stay in and not get knocked out on the point of order, or that the Senate would add it, I took the risk of getting him, in the hope that I could retain him more than a very short time.

We asked, in the case of the chief of the Circulating Department, an increase from \$1,500 to \$1,800, which was also put in the bill but knocked out on the floor. That employee has 25 persons under her. She is a college woman, who has been with me for 12 years, and is highly efficient.

ADDITIONAL EMPLOYEES.

Our original estimates sent to the commissioners required 14 additional employees. In the pruning process they were reduced to 13. Every year since I have been librarian our work has shown a very large increase. Some years we have had absolutely no increases in personnel, and whenever we have had any increase in personnel the work has been proportionately larger than the increase; so that as a result the personnel has proportionately dropped back as compared with the work, and we are asking for 13 additional people, of which number three were granted by the House. We need every single one of those 13 simply to catch up. At the present time the work is too much on a mechanical basis. We are struggling and straining simply to keep the ship afloat, and we have not the time to give the careful, patient attention that each individual reader requires in an educational institution like a public library; so that if we could at once catch up, our estimates from year to year would not have what seems, at the first blush, a disproportionate increase. Then the increases would be gradual increases, proportionate, *pari passu*, with the increase in the work.

BRANCH LIBRARY IN PARK VIEW SCHOOL.

Again, the Park View Citizens' Association has sent an urgent request to us to open a branch library in the new Park View School which will be opened in the fall. That building has been built from plans approved by the commissioners and appropriated for by Congress, with a branch library room. They asked us if we would establish a branch library there. My reply is, we can not do it unless we get the additional employees included in our estimates.

Senator GALLINGER. Have you authority to do it, anyway?

Mr. BOWERMAN. Yes, Mr. Senator; the library is a supplement of the public educational system, and we have taken that as the broad authority to send books to the public schools. Practically every public school in the city we are sending books to.

Senator GALLINGER. Yes.

Mr. BOWERMAN. And this is something different in the idea of having a branch library there, and since the plans were approved by Congress, we took it that when the plans were completed that would be used.

Senator GALLINGER. I do not think that Congress ever acted on that. I think the Supervising Architect may have done so.

Mr. BOWERMAN. We ought to have several branch library buildings, when we can use the Carnegie money; and in addition to this, as an economical proposition, the suburban school buildings ought to be built as this one was, looking in the definite direction of having them use a certain space in each building set aside as a branch library. No additional heating plant and no additional janitor

service is required, and if provided with an outside entrance it is an economical proposition.

Senator GALLINGER. You will have to have a librarian then, will you not?

Mr. BOWERMAN. No; but that is an investment, not an expense; and you do not have to have three additional people as you would otherwise. You would not have to have a janitor force to do it. We want to meet this perfectly reasonable demand, as we believe, of the Park View Citizens' Association, and we want also, Mr. Senator, to demonstrate that this is an economical proposition, and we want to occupy that territory and show what can be done, and demonstrate to Congress and to the board of education that this ought to be done in all new public school buildings. But, as I say, our estimates simply looked to doing the central library work, practically, and it would be a strain even to occupy that, but if you will give us the \$10,000 additional we will run the central library properly and we will do that too for the sake of the demonstration.

KEEPING OPEN CENTRAL LIBRARY ON SUNDAYS AND HOLIDAYS.

Unless you have questions, I will not trench on your time any further except to offer, if I may, a substitute for the paragraph on page 13, lines 7 to 13, for keeping the central library open 52 Sundays, etc., \$2,000. I submit the following language:

Substitute for the paragraph reading (p. 13, lines 7 to 13):

For keeping the central library open 52 Sundays from 2 o'clock p. m. to 9 o'clock p. m., five holidays from 9 o'clock a. m. to 9 o'clock p. m., and for extra services on Saturday afternoons in July, August, and September; for keeping the Takoma Park branch open on holidays and for extra services there on Saturday half holidays, \$2,000.

the following language:

For extra services on Sundays, holidays, and Saturday half holidays, \$2,000.

The reasons for this proposed change are as follows: This service has always been rendered by volunteers from the regular library staff. We have found on the one hand that, latterly, the use of the central library on Sundays in July, August, and September has been too small to justify keeping the library open during the summer Sundays. The language of the appropriation act requires that the central library be kept open every Sunday throughout the year. We have found, on the other hand, great difficulty in getting members of the staff to volunteer for Sunday work, especially during the summer, but also all the year round, for the pay that we are able to offer. If the law could be changed so that we could close the central library on Sundays during the summer, we would then be able to pay at a higher rate, and so more easily employ persons needed to keep the library open on the 39 Sundays, from October 1 to June 30.

It would give us discretion, Mr. Chairman, in that matter, and would be an improvement in efficiency. I offer that change of language.

Now, I shall be glad to answer any further questions; but I do not want to take your time further. I wish you would all come down and look us over and see the work that we are doing, and appreciate that these are not padded estimates, but that we vitally need these things. We are doing a big fine work, but we ought to do a bigger work here; and we could do it if we had the force to do it. Thank you very much, Mr. Chairman.

JUVENILE COURT.

STATEMENT OF J. WILMER LATIMER, JUDGE JUVENILE COURT.

INVESTIGATING AND PROBATION OFFICERS.

Judge LATIMER. Mr. Chairman, the difference between the amount estimated for by the commissioners and the amount allowed by the House is \$5,300, and, as we see it, that is the difference between satisfactory service at the juvenile court and unsatisfactory service, and I asked to have the opportunity to come here to explain very briefly why we think those items which were not included by the House, although estimated for by the commissioners, should be included. Three items, of \$1,200 each, account for \$3,600 of that. Those items are, one investigating officer for children's cases, one investigating officer for adult cases, and one probation officer for adult cases; those three officers, each at \$1,200.

We have never had in the juvenile court any probation for the adults or any investigation of those adult cases, and I shall not take the time to point out the necessity for that, because I went over it fully before the House committee, and I understand that you gentlemen take those hearings and consider those, and I do not need to repeat here what was said there, but it is apparent that it is an absolute necessity, to all persons who know anything about the work of the juvenile court—that is, all social workers and those having any connection with it—that there should be careful investigation of those cases before the cases are tried and judgment is entered; and also that after the judgment there should be some probation in the hope of keeping the husband and father, who is the defendant in those nonsupport cases, in his home rather than to send him to the workhouse. If he goes to the workhouse his family are dependent upon the community, whereas if we can keep him in his home his family is not dependent upon the community. We have probation in all the other courts here in the District of Columbia; we have probation in the criminal court for the adult criminals; we have probation in the police court for the adult criminals; but we have no probation provided for the adults in these nonsupport cases; and if you provide us with the investigating officer for the adult cases and the probation officer for the adult cases, before these cases are brought in for trial we will have had all the circumstances investigated, and the witnesses will be there to testify to the true conditions, and we will be able to get at the truth and render a just judgment; and after that we will be in position to serve the families involved.

MESSENGER.

The other items are smaller, and I shall not refer to them any more than to say that the estimates were prepared very carefully and gone over very carefully with Commissioner Newman, and we believe each one of them is a necessity. There is no messenger in the juvenile court, and when it is necessary for some one to go out on an errand the question always arises, who is to go. Several times each day some one has to go out on a message, to the bank or to the District Commissioners' office or some other place.

Senator SMITH of Maryland. I see they have given you an increase of \$5,100.

Judge LATIMER. Yes.

Senator SMITH of Maryland. You asked for \$5,000 more than they gave you.

Judge LATIMER. \$5,300.

Senator SMITH of Maryland. No; you asked for \$28,590 and they gave you \$23,790.

FURNITURE, FIXTURES, EQUIPMENT, AND REPAIRS TO COURTHOUSE AND GROUNDS

Judge LATIMER. There is another item at the bottom, lines 14 and 15, on page 64, "For furniture, fixtures, equipment, and repairs to the courthouse and grounds," and another, in lines 16 to 21, for fuel, ice, etc.

MESSENGER—AGAIN.

When it comes to sending anybody on any message, the question arises who is to go, and sometimes it is the clerk, sometimes the deputy clerk or the janitor, and sometimes it is the judge himself, who happens to have a little gasoline runabout, a Ford car. The House did not see fit to give us a messenger, and we need one, and I think when you come to consider these items you will see there are no unnecessary ones; and taken in connection with the explanation given to the House committee, I feel satisfied that each one of those is satisfactorily explained.

(At 2.20 o'clock p. m., the subcommittee adjourned until to-morrow, Thursday, June 22, 1916, at 11 o'clock a. m.)

THURSDAY, JUNE 22, 1916.

**UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
*Washington, D. C.***

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Smith of Maryland (chairman), Gallinger, Dillingham, and Curtis.

Henry B. F. Macfarland, Corcoran Thom, E. C. Brandenburg, A. Leftwich Sinclair, William McK. Clayton, Charles C. Lancaster, and others appeared.

**STATEMENT OF FRANK S. HIGHT, MANAGER OF THE NEW
WILLARD HOTEL.**

**WIDENING OF FOURTEENTH STREET BETWEEN PENNSYLVANIA AVENUE
AND F STREET.**

The CHAIRMAN (Senator Smith). We will hear you, Mr. Hight. I want to say, gentlemen, that while we do not want to hurry you unnecessarily, we would like to have you be as brief as possible. There are so many to be heard, and so little time in which to hear them, that I feel it is important that we should ask you to be brief in whatever you are about to say.

Have you been before the House in regard to this matter, Mr. Hight?

Mr. HIGHT. No, sir.

Senator SMITH. You have made no statement to them?

Mr. HIGHT. No, sir.

Senator DILLINGHAM. You represent the Willard Hotel?

Mr. HIGHT. Yes, sir.

Senator SMITH. You wanted to speak in regard to the widening of Fourteenth Street, I believe.

Mr. HIGHT. Yes, sir.

There is an item in the House appropriation bill for the District of Columbia appropriating \$7,500 for widening 24 feet, and repaving with asphalt Fourteenth Street between Pennsylvania Avenue and F Street. This widening is to be accomplished by taking 12 feet from each sidewalk.

This appropriation is, in our opinion, a waste of public money, for two reasons: In the first place, the present pavement is in perfect condition, having been laid less than a year ago; and in the second place, no necessity exists for widening the street in this block, as it is not, never has been, and in our opinion never will be, an important artery of traffic. The traffic up Pennsylvania Avenue goes north on Fifteenth Street, or back of the Treasury, and north on the street between the Executive Mansion and the Treasury. The traffic on F Street goes north on Fourteenth Street, or west on F Street. This can readily be determined by the slightest observation.

Incidentally, it is worthy of consideration whether, on account of the grade, the present granite-block and scoria-block pavement is not absolutely necessary for such traffic as there is, particularly in the case of horse-drawn vehicles.

In this connection, also, it hardly seems logical to contend that there is such a demand for the widening of Fourteenth Street, when in that vicinity both other streets on which the hotel faces have been narrowed lately by establishing parking spaces in the center of the street. Pennsylvania Avenue has been practically narrowed by establishing two rows of parking spaces, one on each side of the car tracks, and F Street has been narrowed by establishing one row of parking space down the center of the street. So, if those streets can stand being narrowed, it does not seem logical to suppose that there is such a crying need for having Fourteenth Street widened.

Furthermore, in order to bring about this unnecessary change, and in connection with this unnecessary waste of public funds, our vaults, which contain our engines, boilers, elevator pumps, ice plant, etc., and which were located several years ago by permission underneath the sidewalk, will be damaged to the extent of thousands of dollars, if not destroyed, in so far as any use to us is concerned.

If that part of the street which, in the event of widening, would extend over the vaults, could be supported by columns, the expense certainly would be not less than \$15,000 to \$20,000. If, on the other hand, this could not be done, and the vaults were utterly destroyed, the damage would be incalculable.

In addition, an expensive iron and glass marquee, which covers the sidewalk at the Fourteenth Street entrance, would have to be reconstructed at great expense, and two sidewalk lifts, which are now used for removal of ashes, would have to be relocated at very large expense.

We submit that it is manifestly unjust to put upon us a burden to this extent without, as any fair judge of conditions in our vicinity can testify, doing anybody an good.

Senator SMITH. Mr. Hight, you represent the Willard Hotel, as I understand?

Mr. HIGHT. Yes, sir.

Senator SMITH. And it is in their interest that you appear?

Mr. HIGHT. Yes, sir.

Senator GALLINGER. What disposition would you make of your vaults, and the paraphernalia you have under the sidewalk now, if this scheme were carried out?

Mr. HIGHT. If it should come about that by lowering the ceiling of the vault underneath where the street would come we could put in columns there, we might be able still to use the vaults by going to the expense of putting in these columns, doing over the girders supporting the roof, and relocating the steam pipes, and all that sort of thing, which would amount to at least from \$15,000 to \$20,000, as I figure. After I had figured it out roughly I took up that matter with Mr. Baird, the representative of the Fuller company, which constructed the building, and asked him if he thought that was a fair estimate, and he said he thought that was very conservative.

On the other hand, if they could not be supported in such a way as to render the vaults still usable, and we were obliged to abandon those vaults, I do not know what on earth we would do, because the ground is so low there, and we are below the sewer level, and we have not any subcellar; and we would have to devise some way—what, I could not say—to take care of that machinery. Probably we would have to find some way to sink a subcellar underneath our present basement; and the expense of that, of course, would be something enormous.

Senator GALLINGER. Aside from the question you have just discussed, have you found anybody who believes that that street between Pennsylvania Avenue and F Street should be paved with asphalt?

Mr. HIGHT. No, sir; I have not. The grade is such that I think the use of asphalt would be inadvisable. The fire apparatus on Fourteenth Street goes up that hill at times, and it certainly needs something there into which the horses can grip their hoofs; and they could not grip them on asphalt, particularly in case of rain.

Senator CURTIS. Or in the wintertime.

Mr. HIGHT. Or in the wintertime, when there happens to be a little snow or sleet.

Senator CURTIS. You put all these fixtures underneath the sidewalk with the permit and consent of the proper authorities?

Mr. HIGHT. Yes, sir. Our first permit was issued by the War Department on April 5, 1900, for one part of the vault, and the second one November 12, 1902. The first one was signed by Mr. Meiklejohn, Assistant Secretary of War at that time. The second one was signed by Gen. W. Carey Sanger, Acting Secretary of War at the time the second one was obtained.

Senator DILLINGHAM. What is the grade of that street?

Mr. HIGHT. The percentage of grade I could not tell you, Senator; but it is sufficient grade so that in going through the hotel from the Avenue up to F Street you go up four steps at one end of the building, along the level through the corridor, and then go up 13 or 14 steps at the other end, to get to the F Street level.

This item was up last year, and your committee did not see the wisdom of granting the appropriation, even though the pavement had not been laid. Since then the pavement has been laid with granite blocks; and it would mean destroying the pavement which was put in there a year ago or less and using up \$7,500 of the public money to put the asphalt there.

Senator SMITH. Mr. Hight, did any one representing the interests of your hotel appear before the House committee to object to this item in any way?

Mr. HIGHT. We did not appear before the committee, Senator, although we had talked to various of our friends, and we had felt that they did not approve of the item. For that reason we did not ask for a hearing; but it seemed, afterwards, that we were mistaken.

Senator SMITH. Did you object to the commissioners in regard to the proposed action, or did you not know that they were contemplating it?

Mr. HIGHT. There was no notice by the commissioners. The first knowledge we ever had of it, Senator, was when we saw it in the District appropriation bill, printed in the paper.

Senator SMITH. You did not protest to the District of Columbia Commissioners?

Mr. HIGHT. We had no opportunity. I have personally protested to Commissioner Newman, but we had no public hearing; we had no opportunity to protest to the commissioners.

Senator SMITH. Have you had any talk with them since you knew of this movement on their part?

Mr. HIGHT. Yes, sir; I have talked to Commissioner Newman on the subject.

Senator SMITH. Without effect?

Mr. HIGHT. Without effect. It had already gone into the bill, and I assumed that we would have no opportunity to make any change after he had put in his request for the appropriation. But before they discussed and agreed upon the item we had no opportunity to protest, and no knowledge that they were to do it. We had no opportunity to appear, and no notice of their intention to do this. Last year, when the matter was up, we went over and appeared before the full board, over at the District Building, and protested against it.

Senator SMITH. Last year?

Mr. HIGHT. Last year.

Senator SMITH. And it was not recommended by them then?

Mr. HIGHT. It was recommended by them, but your committee did not see fit to approve it.

Senator SMITH. I speak of the House. Did they recommend it last year? They did recommend it last year, as well as this year; did they?

Mr. HIGHT. I am not sure on that point, Senator, whether it was recommended by the House or whether it originated in the Senate. It could not have originated in the Senate, I presume.

The traffic up and down that hill, Senator, as anybody can testify who lives in that vicinity and observes it at all, is practically nothing. There is never any congestion whatever on the hill. There is always plenty of space for vehicles; and it is not a crowded line of traffic, because the traffic does not go that way. It is decreasing, if anything. The point we would like to bring out is that it is not only spending

\$7,500 of public money and in our honest opinion doing no benefit to anybody, but on top of that it is putting a big burden of expense on us. We feel that we should earnestly protest, and we feel that it is fair that we should be relieved of having to bear that burden.

Senator SMITH. As I understand you, you say that if this were done the least expense that you would incur in regard to the widening would be from \$15,000 to \$20,000 to take care of your vaults?

Mr. HIGHT. Yes, sir.

Senator SMITH. What other inconvenience would it cause to you?

Mr. HIGHT. It all depends upon when it was done and what we would have to do with our machinery, or whether the machinery could be used while the work was going on. I do not know as to that. I do not know just how long it would take. If the work were to be done in the winter time, and it interfered with our elevator pumps, we could not operate our elevators, because our elevators are hydraulic elevators. They are not operated by electricity, and we need the pumps. We could not operate them. Our laundry machine is out there. Our ice plant is out there. We could not operate our ice plant; we could not make the ice, and we could not refrigerate the boxes.

Senator SMITH. Would the widening of that street affect your property in any way? Would it depreciate it by the encroachment upon your sidewalk?

Mr. HIGHT. Yes, sir; it would decrease the width of the sidewalk by 12 feet. There are openings there in the sidewalk for the removal of ashes and the taking in of coal. It would put those openings nearer the building, which certainly would be a disadvantage, bringing them against our dining-room windows, which open on that street. As it is now, with the openings to take in the coal away on the edge of the sidewalk, we are compelled to have a pipe frame covered with cloth to put around them when we are putting in coal to keep the dust from blowing in the windows and all around the place. If those openings were moved up nearer the building, there would be just that much more opportunity of all this dust and dirt blowing into the windows and becoming objectionable and interfering with the comfort of our guests.

Senator GALLINGER. What is the width of the sidewalk on the Pennsylvania Avenue side, Mr. Hight, in front of your hotel?

Mr. HIGHT. I am sorry to say that I can not tell you, Senator; but it is a very wide sidewalk there.

Senator GALLINGER. If this change were made, you would have a wide sidewalk on the Pennsylvania Avenue side, and a narrow sidewalk on the Fourteenth Street side?

Mr. HIGHT. Yes, sir.

Senator SMITH. Who is pushing this change, Mr. Hight? Where does the influence back of it come from?

Mr. HIGHT. The matter originated with the commissioners personally, so far as I can see. It seems to me a matter of an esthetic point of view rather than a utilitarian point of view. In looking out of their windows over at the District Building they see that the sidewalk is wider in that block than it is above, so that instead of a straight line right down the street it comes down and curves out a little and goes in again; and it would look better, from the point of view of an engineer liking a straight line, to have a straight line down

Fourteenth Street. Aside from that point of view, Senator, I really can not see how they can put forward any argument for having this work done.

Senator SMITH. Is there any sentiment for it on the part of the people of that immediate neighborhood asking for it?

Mr. HIGHT. There is not; no, sir. There is no public demand whatever for it.

Senator SMITH. Have you anything more to say in regard to the matter?

Mr. HIGHT. Nothing except that we rely upon your fairness and justice to relieve us of an unnecessary burden, and to save the public money to the extent of \$7,500.

Thank you, sir.

FISCAL RELATION BETWEEN THE UNITED STATES AND THE DISTRICT OF COLUMBIA.

STATEMENT OF HENRY B. F. MACFARLAND, CHAIRMAN OF THE JOINT CITIZENS' COMMITTEE OF THE DISTRICT OF COLUMBIA ON THE FISCAL RELATION BETWEEN THE UNITED STATES AND THE DISTRICT OF COLUMBIA.

Mr. MACFARLAND. Mr. Chairman, I appear here as chairman of a joint citizens' committee made up of duly appointed representatives of the Board of Trade, the Chamber of Commerce, the Committee of One Hundred on the half-and-half plan, the Retail Merchants' Association, the Federation of Citizens' Associations, comprising some 25 citizens' associations, the Bar Association, and several independent citizens' associations—in other words, all the principal civic organizations of the District of Columbia. This committee was formed in March, 1915, at the time of the creation of the Joint Select Committee of Congress on the Fiscal Relation Between the United States and the District of Columbia, in order to concentrate our efforts and to economize the time of the joint select committee and of Congress in presenting the facts respecting their relation.

This joint committee of citizens spent the time up to last October, from the enactment of the law creating the joint select committee of Congress and the District appropriation act approved March 3, 1915, in elaborate preparation to present the facts, drawn chiefly from United States Government departments, respecting taxation and assessment and all the other conditions that ought to be taken into account in the consideration of this matter. It prepared a brief covering the subject, a copy of which I shall give to each member of the committee, and in the three weeks' hearings which the Joint Select Committee of Congress had last October presented the matter very fully from every angle and with elaborate exhibits.

The work of the joint citizens' committee has been purely voluntary, in the sense that no member received the slightest compensation. I make that statement because it was thought necessary to make it before the joint select committee of Congress. We raised in small sums, from a large number of citizens, a very considerable sum, about \$8,000, which was expended for the purpose of gathering the facts and putting them into shape for the use of the joint select committee of Congress. We employed Mr. Le Verne Beales, of the

United States Census Bureau, a general statistician who had been specially charged with work in connection with the bulletin published annually by the bureau on the statistics of cities; we employed Mr. A. M. Fisher, an expert statistician, and we employed other persons, and, of course, we conducted a considerable correspondence, in the endeavor not only to collect and collate all the facts which the United States Government had and which the District government had—and they were freely given to us in response to our requests—but to furnish all the information we could get from other American cities and from foreign capitals, and also the results of a thorough investigation made by a subcommittee of our committee with respect to comparative assessment and taxation here and elsewhere. The printed tables prepared by our statisticians are comprehensive and thorough, and I submit them in connection with our brief for reference by this committee.

We appreciate deeply the opportunity which you are giving us this morning, but we think that you ought not to have to give it to us. We think that with only eight days remaining of the present fiscal year and the pressure upon your time in the necessary consideration of the regular items of the District appropriation bill, this matter ought not to be before you at all.

Senator SMITH. The fact remains that it is before us.

Mr. MACFARLAND. Precisely.

Senator SMITH. And the fact remains that it is not altogether necessary to decide it within that time; so you might state your objections without reference to the time we may have in which to do it, because we may take more time.

Mr. MACFARLAND. I am only expressing to you our gratitude that you have given us a hearing when you are under such pressure; and I am also beginning to state that this matter ought not to be before this committee at all at any time, but before the Committee on the District of Columbia, where it belongs.

Let me remind the committee that this very rider abolishing the half-and-half plan was rejected by this committee in the last session of Congress; and by the Senate by a vote of 46 to 20. The terms of the rider placed upon the present bill are substantially the same as those of the so-called Johnson rider which was defeated a year ago; and the House itself, after the conference committee's final report, substituted for that rider, on motion of Mr. Underwood, majority floor leader, the provision for the creation of a joint select committee of Congress that should inquire into and report upon this matter.

The organic act of 1878—so named by the Supreme Court of the United States in *Eckloff v. District of Columbia* (135 U. S., 240)—was enacted upon the report of the Committee on the District of Columbia, first of the committee in the House and then of the committee in the Senate. It was the result of consideration for four years by three joint committees of Congress and by the regular Committees on the District of Columbia of the Senate and of the House. Those joint committees, as in the case of the present joint committees, made reports; but the legislative committees of the House and of the Senate dealt with those reports, and matured the bill which was finally enacted June, 1878.

That, of course, is the process which the rules of the House and of the Senate, as well as the precedent of 1878, dictated in the present

case. The report of the joint select committee of Congress in the present case was made in January last. It was referred properly under the rules to the respective Committees on the District of Columbia. We and all others, all patriotic Americans here and elsewhere who are interested in the progress of the National Capital, awaited the introduction of a bill, either by some member acting independently of the joint select committee of Congress, or by the chairman or some other member of the Committee on the District of Columbia, or by some individual Senator or Representative. We are still awaiting some such action as that. We are still awaiting the opportunity to appear before the House Committee on the District of Columbia, which, so far as we know, has never taken any action on that report from that day to this.

We believe that the opportunity should be given, not only to us as taxpayers, but as national citizens, and to all other Americans who are interested in this matter, to appear before the House Committee on the District of Columbia as to the principle and as to the details of any plan that may be substituted for the existing half-and-half plan. We believe that any such substitute should be adopted only after the most careful consideration, as in 1878, by the legislative committees. We believe that they should make that consideration upon a bill presenting definitely a substitute plan, and that, as I say, ample opportunity should be given for its consideration in the committees in the House and in the Senate, and for hearings of all those who are interested.

What do we find instead of that? The House Committee on Appropriations, without warning, without notice to anyone, without jurisdiction, on the 18th of May last, on the day on which they reported the present bill to the House, adopted this rider, proposed, of course, by the subcommittee on the District of Columbia of the Committee on Appropriations. We heard that morning by mere rumor that such action was contemplated. Some of our representatives at once came up to the Capitol. We were told that the action had been taken, and that it was too late to give us even a moment's hearing in the House Committee on Appropriations. The matter was immediately brought before the Committee on Rules by a resolution offered by the chairman of the subcommittee on the District of Columbia of the House Committee on Appropriations. Just by the courtesy of the Rules Committee, under a very short notice, half an hour's notice, several of us were permitted to express the reasons why we thought they should not adopt that rule. The rule was adopted in the committee by a vote of 3 to 2 and in the House by a vote of 177 to 136; and, as you know, the rider was put through.

It has been stated that this action, thus taken without notice, without deliberation, without hearing, was the result, and the logical and inevitable result, of the report of the joint select committee of Congress. We deny that. There is not one word in the report of the House Committee on Appropriations to that effect. Here is that report. No reason is given in it for this radical, revolutionary change in the fundamental law of the National Capital, in a principle vital to the whole progress of the National Capital, and, therefore, in which every patriotic American, whether he lives here or anywhere else, has a deep interest.

The fact is stated in the report that the change has been made in the bill, but no reason whatever is given; and it is perfectly evident, sir, as I think I can show you in a moment, that the members of the Committee on Appropriations of the House of Representatives never read the report of the joint select committee of Congress.

We have that report here. There it is, with the hearings, in two volumes. Of course, the report proper is a very brief part of the whole document. Here is the report printed separately. The two volumes indicate, of course, how thorough, how exhaustive, was the inquiry made by the joint select committee of Congress. It is over 1,750 pages of printed matter. The pamphlet copy of the report proper, with the appendix by Senator Works—who made a personal separate examination of the institutions and the needs of the District of Columbia and prepared a most instructive report upon his own observations—covers 54 printed pages.

Now, sir, why do I say that I can prove that the members of the Committee on Appropriations of the House did not read this report, which it is now claimed was logically carried out by the rider which they put on the District appropriation bill? Because, sir, in that rider as it was reported by the Committee on Appropriations on the 18th of May last to the House, it was provided that the interest on the funded debt—which debt now amounts to about \$6,200,000—should be paid in the same manner as the other appropriations under the rider proposed by the committee, namely, first out of the District revenues and then, if anything was needed, out of revenues of the National Government, from the United States Treasury. But, sir, on page 7 of the House print of the report of the joint select committee it is said, at the bottom of the page and the top of the next page:

It is our opinion that the original intent, the understanding of Members of Congress, the unvarying practice of the years, the provisions of the various laws of appropriation, the law definitely fixing the respective apportionment of payment, and, above all, the justice of the matter as affecting the General Government, the holders of the bonds, and the District of Columbia lead certainly to the conclusion that the interest on the funded debt be continued, to be paid 50 per cent from the revenues of the District of Columbia and 50 per cent by appropriation from the moneys of the United States.

When that was read to the members of the committee on the floor of the House they were obliged to give up that portion of their rider that affected the interest on the funded debt. But, sir, does it not show that they had not read the report which they claim they were carrying out?

That paragraph in the report, I may say, was the result of great attention given to that particular matter in the hearing before the joint select committee of Congress. You will find pages and pages of the presentation of that matter, and it was as important as any other feature in the report.

The joint select committee of Congress made its report pursuant to this paragraph in the District appropriation act of Congress approved March 3, 1915:

That a joint select committee shall be appointed consisting of three Senators to be named by the Presiding Officer of the Senate and three Members of the House to be named by the Speaker of the House of Representatives, whose duty it shall be to prepare and submit to Congress a statement of the proper proportion of the expenses of the government of the District of Columbia or any branch thereof, including interest on the funded debt, which shall be borne by said District and the United States, respectively, together with the reasons upon which their conclusions may be based.

That committee did not recommend the abolition of the half-and-half plan. All that the committee said was that in its judgment, because of what it thought were changed conditions, it "*need*" not be continued. I call your attention to that particular word because it is the specially chosen word of the committee itself. They did not say "should"; they said "need," and they meant exactly what they said. They were all lawyers; they were all perfectly familiar with the whole subject, and this is what they say, on page 11 of the report:

But we think that the conditions of to-day and of the few years last past are so different from the conditions of 1878 that this arbitrary rule—a rule of then seeming necessity—need no longer be applied to District appropriations.

That is as far as they went. They also said, in the last paragraph of the report, page 15:

Our unanimous conclusion is that the rate of taxation in the District should be fixed and certain; that the Congress should pursue—

Observe now the particular words carefully chosen by these gentlemen; men of the highest standing in both Houses; lawyers, who had given the most careful attention to this matter—

a definite policy of regular and liberal appropriations, having in view not only the permanent moral and physical advancement of the city, but also its preeminent beauty and grandeur as the municipal expression of the Nation's home and its peoples' pride.

"Definite," "regular," "liberal" are the words.

That is signed, of course, by every member of the committee. In addition to that, Senator Works, in his elaborate supplemental statement, advocated the largest possible appropriations for the maintenance, development, and beautification of the District of Columbia.

Sir, the whole spirit and tenor of this report is that the present arrangement should be continued until a substitute plan equally systematic, equally definite, equally fair, and, if possible—that seemed to be the intimation of everything that they said—giving more from the United States Treasury, rather than less, to the development of the city of Washington, should be considered and adopted.

The members of this committee will remember that when the Johnson rider, substantially similar to this rider, almost identical—the only difference is verbal—was considered in the Senate after this committee had reported against it, the only arguments for it that seemed to have any substance whatever were those drawn from the misleading Henry George, jr., report of August, 1912, to the House, to the effect that the people of the District of Columbia were under-assessed and undertaxed, and therefore that the taxation should be increased, and that in that event the United States would have to pay nothing, or would have to pay much less than it was paying under the half-and-half plan. That, sir, was the argument which carried the day in the House, under that misrepresentation of facts, and which was maintained by those Senators who supported the Johnson rider in the Senate. The joint select committee's report completely destroys that argument. It accepts fully the facts and the contentions of the joint citizens' committee and states expressly that the people of the District of Columbia are adequately taxed at this time, states expressly that no more than such fair taxation should be exacted of them, and indicates plainly that more than one-half, rather than less than one-half, should be contributed by the United States. In fact,

it puts it just the other way. The United States should take, as its proper constitutional obligation, the whole financial responsibility for the development of the District of Columbia, the Nation's city, the Nation's pride, in which all the people take an interest, and which they wish to see made a model city—that is what they say—and then the people here should pay simply fair, average taxation, such as is paid throughout the country generally, and no more. The only trouble with this is that experience shows that it will not work; that there must be a definite proportion of contribution.

Just to mention one fundamental fact which we trust you will bear in mind in all your consideration of this matter, it was shown to the joint committee that the statement made in the so-called Henry George, jr., report, based on the testimony of one witness—a so-called expert who got his “expert” knowledge only in that inquiry—that the actual value of the real estate in the District of Columbia in 1912 was \$744,000,000, was absolutely untrue. It was disproved by the conclusive testimony which we produced before the joint select committee of Congress, not only from the assessors of the District of Columbia, and from actual transactions, thousands of sales, for a period of from three to five years immediately preceding the inquiry and covering the period of 1912–15, but from facts given to us by the title insurance companies of the District of Columbia, through which now practically all the transactions in real estate pass. We were able to show, from a very large number of sales in all parts of the city, that the statement made in the George report was absolutely false. I do not say it was intentionally false, but it was just as misleading as though it had been. Upon that, sir, was based the action of the House and the action of those in the Senate who supported the Johnson rider; and that misleading statement unfortunately is still in the minds of Members of the House who have not read this report, as the members of the Committee on Appropriations of the House evidently have not read it, and who are bringing forward this proposed abolition of the half-and-half plan with the same old idea in their minds, although they were disproved to the satisfaction of the joint select committee of Congress, according to their unanimous report.

It was shown, sir, by the assessors of the District of Columbia, acting, of course, under the present administration, that the actual valuation in 1915 was nearly \$160,000,000 less than the \$744,000,000 stated in the George committee's report as the valuation in 1912, the valuation of 1915 being made three years afterwards, and on a high assessment; the committee admits that. It is not simply 66⅔ per cent, the two-thirds assessment which is supposed to be the rule here—the law says “not less than two-thirds,” but two-thirds is supposed to be and has been the rule here—but it now averages over 70 per cent, and in many cases it is over 80 per cent, and in many cases it is over 100 per cent of the actual value of the property.

The fact is established by all the testimony we furnished, and was accepted by the joint select committee of Congress, and with that acceptance the argument for the abolition of the half-and-half plan is absolutely destroyed. There is nothing left. It is true that the members of the joint select committee of Congress, or some of them, notably Senator Works, had the idea that the United States was paying so little compared to what it ought to pay under the half-

and-half plan that if the half-and-half plan should be abolished it might pay a great deal more—two-thirds, or any amount that was necessary in any year and in every year for the orderly progress of the development of the Capital. It was a generous thought on their part. They did not see, however, that with the abolition of the rule deliberately adopted by Congress, imposing a definite obligation on the Government of the United States, represented by Congress—the whole matter of appropriations for the District of Columbia would be left in confusion, and the “whim and caprice” (to use a phrase which was used by Representative Blackburn in reporting the bill in 1878) “of each recurring session of Congress” would determine whether the United States should contribute 10 per cent or 20 per cent or 50 per cent, or whether it should contribute anything for that year, leaving also, as he said, the question of taxation in the District of Columbia not “fixed and certain,” as the joint select committee recommends that it shall be, but unfixed and uncertain; because it may very well be that the taxation would have to be increased in order to provide sufficient revenue to meet what a particular session of Congress thought might be the duty of the people of the District of Columbia.

We were able to show, sir, to the joint select committee of Congress, in great detail, a comparison of the assessment and taxation of the city of Washington with those of the other cities of the United States. We were able to show from the census bulletins, summarized in this particular exhibit here by Mr. Le Verne Beales, of the Census Bureau, in a perfectly impartial manner—no one questioned that at all—that we paid here per capita a higher tax levy than most other cities, and that is the rule that the Census Bureau adopts as the best, namely, the combined rate and the assessment. It is the only fair rule. You can not divorce one from the other without producing confusion of thought and misleading statements; and that, of course, has been done by some men for the very purpose of bringing about the abolition of the half-and-half plan. Just as they have disingenuously used the ever more fallacious method of comparison by estimated relationship between assessed and real values. We were able to show that the tax levy, the rate and assessment combined, was higher per capita in the District of Columbia than in 155 of the 199 cities having more than 30,000 population in 1913, as reported in Census Bulletin No. 126, containing the municipal statistics of cities of that class in the United States.

I emphasize this because, gentlemen, it is the very crux of the whole matter. If you accept the report of the joint select committee of Congress as to the fairness and adequacy of the assessment and taxation in the District of Columbia, you reject by that very fact the only substantial argument that has ever been made for the abolition of the half-and-half plan.

Now we are brought to this situation: After Congress has determined that the half-and-half plan shall not be abolished for the reasons which I have just mentioned, and has created a joint select committee to investigate the whole matter, and that committee in a most self-denying and patriotic way has taken time and given thought to an inquiry into the whole matter, and has furnished Congress not only with its conclusions but with the testimony which was taken, it is proposed, at the end of a session, at the end of the fiscal year, without hearing, without deliberation, without even consideration

of the report of the joint select committee of Congress, by a committee in another body which has no jurisdiction of this matter under the rules of the House, while we are awaiting and have a right to await possible action by the House Committee on the District of Columbia, to abolish the present plan by this rider on an appropriation bill; and the only opportunity we have is to appear before you, and, in this hurried and imperfect manner, due to the circumstances—for we deeply appreciate your courtesy in the pressure that is upon you—to present the mere outline of what we ought to have the opportunity of presenting fully, in a deliberate consideration of the matter, according to precedent, and according to the rules of the House, to the proper legislative committees of the Senate and the House.

A special committee of the board of trade, of which Mr. Theodore W. Noyes—who unfortunately is not able to be here to-day—is the chairman, and of which I am the vice chairman, and in his absence the acting chairman, reported, and the board of trade unanimously adopted, on the 25th of May, 1916, a report on this subject which is a very careful analysis of the report of the joint select committee of Congress with reference to the proposition in this rider. If you have not had an opportunity to read it, I beg that before you pass upon this question you will read this report, copies of which I shall furnish to each member of the committee.

Col. A. S. Worthington, of our committee, known to you all as one of the leaders of our bar, one of the ablest lawyers in the United States, and one of the most public spirited of our citizens, unfortunately was called to New York night before last, and so is not able to be present this morning. It would be very gratifying to us if he might be given an opportunity to be heard before you conclude this inquiry. If not, however, I know I can say that he believes that our position is impregnable, after the most thorough consideration. He, like some of the rest of us, has given many of his nights and much of his days to this specific question, ever since Congress created the joint select committee of Congress; and he with Mr. Noyes, and myself, appeared for the joint citizens' committee before the joint select committee of Congress. We agree perfectly that in the legal aspects of this matter, as in all other respects, our position is impregnable; and believe that if you will examine and will have other Senators examine this report of the special committee of the board of trade and this brief and our arguments, so as to see those things which I am not able, in this necessarily brief hearing, to present to you in detail, you and they will agree with us that our position can not be successfully assailed.

I will say that in this brief you will find quoted the opinions of the great men in Congress of the time of 1874 and 1878—Mr. Bayard, Mr. Thurman, Mr. Allison (so long the chairman of this committee), Mr. Garfield, Mr. Hunton, and others in the Senate and the House—in which irrefutable reasons are given why this matter should be governed by a fixed proportion—arbitrary, yes, but inevitably arbitrary, because there is no possible method of making it exact. The amount which the Government receives in benefit from the municipal expenditure here, recognized as great, recognized by the joint select committee of Congress as affecting it in every possible way and as coming from every department of the municipal gov-

ernment, can not be accurately determined. The two things—the benefit to the citizens from the municipal services and the benefit to the Government—are so interwoven that they can not be disentangled. Neither can we ascertain the exact value of the property owned by the Government and therefore exempt from taxation. We know it is large. It is estimated by the present assessor at over \$394,000,000, which is over the amount of the assessed value of the private property. The entire value of the Government property, not two-thirds, is about \$394,888,409, according to his report, and the assessed value of the property privately owned is \$390,309,278. But whatever it may be, we know that it is a very large amount, and in the very heart of the city, the very best of the real estate, and increasing in amount, so decreasing the taxable area.

Those elements can not be accurately determined. The half-and-half plan is like the arrangement which is commonly made between two partners. They can not estimate exactly the contribution of each in services and in money, so they say, "50-50; we will just divide half and half;" and it was unquestionably for that reason that committee after committee, after profound consideration of the matter from 1874 to 1878, reported in favor of that particular proportion. Cogent reasons are given for an exact proportion.

I call especial attention to what Senator Allison said in the report of the Joint Select Committee on the 16th of June, 1874:

For the protection of the Government it is essential that some fixed, unvarying rule should be established for the ascertainment of what the Government should contribute toward the expenses of this District. Without it, an appropriation committee will always be likely to be misled into improper allowances.

And the House Committee on the Judiciary, in 1874, referring to the same subject, said:

As to the third and last branch of the resolution, asking whether some accurately defined basis of expenditure can not be prescribed and maintained by law, your committee remark that they believe this to be of paramount importance, both to the Federal and local government.

There never has been, since the location of the Capitol at this place—

This was on the 1st of June, 1874—

any consistency or even intelligence in the adjustment of these expenditures.

That, Senators, is what we are asked to go back to now. It is a recurrence to a hit-or-miss, unsystematic, unsatisfactory system, involving ultimate bankruptcy, from which Congress extricated the District of Columbia as the result of its inquiries in 1874 to 1878. The same House Committee on the Judiciary, of which Mr. Poland of Vermont was the chairman, in its report, June 1, 1874, says:

It is believed that it will be much wiser and much more economical, both to the National and local governments, to fix upon a definite sum or proportion to be contributed by both, and that it is more important—

And we emphasize this sentence—

that these appropriations should be made regularly and upon some well-defined principle than that they should be large.

If the United States Treasury is poor, cut down the total of the appropriation for this year or any year rather than depart from the principle. Do not sacrifice the principle to temporary advantage in any year. Do not abandon certainty for uncertainty.

The needs of the National Capital call for much larger appropriations, as the joint committee of Congress reports, and especially as the statement of Senator Works, based on his personal examination, shows. This, as a great capital, on a magnificent scale, and in order that it may be a model city, is in need of appropriations of at least double the District revenues.

But a mere increase in the total appropriations of this bill without striking out the rider would leave the matter where it would have been if the Johnson rider had been adopted last year without any provision for definite and regular appropriations in the future. It would tear out an essential part of the fabric of government related to many statutes besides the act of 1878 without substituting anything for it, to the great detriment of the National Capital.

In this connection let me say that the so-called "surpluses" of District tax money in recent successive years over one-half of the District appropriations are artificial, not genuine.

The District taxes have by assessment been unduly increased; the appropriations, on the other hand, have been cut much below the point of meeting the District's necessities.

The commissioner's estimate since 1909 no longer represent the real needs of the District. The restrictive law of 1909 prevents them from presenting the municipal necessities of Washington and should be repealed.

Congress should consistently appropriate more liberally for the upbuilding of the Capital.

The half-and-half law should be maintained and supplementary legislation disposing of surpluses or deficits arising under its operation should be enacted, so that these surpluses and deficits, if any occur, may offset one another in a series of years, always keeping any District surplus for strictly District purposes.

If at any time in the future a condition shall develop when a doubling of the District revenues as at present calculated shall produce a larger amount than can be wisely and economically expended upon the Capital, such surplus can be easily prevented by omitting from consideration as District revenue for doubling purpose under the law the District revenues from licenses, and especially liquor licenses.

Now, sir, I realize how inadequate this presentation has been necessary under the circumstances. They strikingly illustrate the reason of the rules of Congress that general legislation should be considered by the committees on legislation and not by the committees on appropriations. I wish that Col. Worthington and Mr. Noyes, who were my associates before the joint select committee of Congress, could have been here to-day, when I realize the importance of this matter, not simply to us who are now living but to all the future of the National Capital. Because, sir, unless the Capital's progress is orderly, systematic, by appropriations in proper proportion from year to year and according to a definite plan, it will be profoundly affected; it will be greatly set back; it will be absolutely unsatisfactory as before 1878.

Not only as a taxpayer in the District of Columbia, not only as a national citizen of the District of Columbia, like my fellow citizens here paying my full share through the tariff and through the internal-revenue tax, and even a little through the income tax to the National Treasury, and thereby contributing my full share to every national

building, everything constructed here wholly out of the revenue of the United States, but, sir, in some sense, as I believe I have a right to speak, for all patriotic Americans from a very wide acquaintance over the United States, derived in part during my official experience as a Commissioner of the District of Columbia from 1900 to 1910, when I met thousands of representative persons from all the States of the Union here, and when occasionally, as I could get away, traveling by night, I was able to speak to representative bodies of them in some of the principal cities of the United States—I believe I have a right to say, sir, that the joint select committee of Congress is precisely right when it says that this is the municipal expression not only of the Nation's home, with its absolute sovereignty under the Constitution, with its absolute control, with its exclusion of everything that is not suitable in a governmental city (as, for example, industries and commerce which might bring us in larger tax revenues), but that it is the municipal expression of the "people's pride."

We have a right to say that we are part of the people of the United States. The District of Columbia has done its full duty, not only through tax contributions to the National Treasury, larger per capita than those of many of the States, in peace and in war, for the Government of the United States ever since the first gift of five sixths of original Washington by the 19 proprietors. Yesterday, sir, we saw 2,000 of the best of our young men marching to Fort Myer in prompt and efficient response to the call of the President, and reviewed and praised by him; and we were reminded that in the Civil War the District of Columbia gave more than its quota, of volunteers, and more in proportion than any except five of the States of the Union, to the support of the Government; and we were reminded that in the Spanish War it gave more than its proportion, as it has done now. We remember that in peace the District people have done more than all others for the National Capital, and always their full civic duty. I say this because we are sometimes referred to as lacking in public spirit. It is sometimes said, even, that we are mendicants; that we are mercenary; always begging of Congress. Think, sir, how you would like to have that said about you, if you, like us, were absolutely under the sovereignty of the Congress of the United States.

We are glad to be under its government. But, sir, if you were deprived of the suffrage, and thereby of representation in the Congress of the United States (and only national suffrage and full representation in both Houses would do), the body which fixed your taxation and made the appropriation of your money, and made all your laws; think, sir, how you would like to have it said by those in high places, to whom you could not make reply in the forum where they spoke, that you were lacking in patriotism, in civic spirit, and in your patriotic duty. You will then appreciate our indignant denial.

Senators, we say to you, exercising this morning the right of petition—the right that is certainly ours under the Constitution—that we leave this all important matter with you with full confidence in your wisdom and justice, and with many thanks for the opportunity.

Mr. BRANDENBURG. I would like to say just a word in behalf of the board of trade, supplementing what Mr. Macfarland has said.

**STATEMENT OF MR. EDWIN C. BRANDENBURG, PRESIDENT
OF THE WASHINGTON BOARD OF TRADE.**

Senator SMITH of Maryland. You represent the Washington Board of Trade?

Mr. BRANDENBURG. Yes; I am the president of the Washington Board of Trade.

Merely supplementing the remarks of Mr. Macfarland, I want to say that the organization I represent consists of 1,500 of the most representative of the business and professional men of the city of Washington. We represent no clique, no class, no particular parts of the city, but the sole object and the sole thing we have in mind in the board of trade is the upbuilding of the Capital of the United States. Therefore, you may readily assume that we are absolutely disinterested except from the standpoint of what is for the best interests of our city.

I want to go a step further than Mr. Macfarland. He suggested to you that if necessary, if needs be, you reduce the amount of the appropriation, so that you will not destroy this half-and-half principle. I go even a step further as the representative of this organization, which backs me in my statements, and that is that we trust that you will permit this bill to fail before you will permit this very obnoxious provision to become a law. We say this for the reason that this proposition to repeal the organic act arose and grew out of wrong information that was communicated to Congress. The claim was made that we were underassessed, undertaxed, and that if properly taxed sufficient could be raised to meet all the expense of the District government.

The joint select committee of Congress carefully considered this matter, and they reached this conclusion, and I want to read just very briefly a few lines from their report:

That the present assessment valuation of privately owned real estate in Washington is fair and reasonable; the payment of taxes on real estate from the assessments as they are now constituted is a fair and reasonable response in such taxation for municipal benefits received by the citizens of the District.

Then, again:

The annual tax in Washington is approximately \$16 per capita. In the judgment of your committee this is a reasonable tax levy at this time, especially when we consider, as we must, that a large proportion of the population here pays but a small amount of the taxes imposed.

And I want to say that so far as the per capita tax is concerned it is the result of comparisons made from many cities throughout the United States, and there are only a very few with a larger per capita tax than we have, and the reasons will become apparent if you examine this report of the joint committee of Congress.

Senator WORKS, in his report, adds:

The people of the District are not undertaxed. They are, in my judgment, bearing their full share of the burden of the expenses of the District. Just now * * * I think they are being taxed too high.

With this before this committee, we insist that any indefinite plan of contribution such as is proposed in the present bill is absolutely obnoxious and vicious so far as the District is concerned. If this Congress, and if the House of Representatives, even a few months after the presentation of this report of the joint committee, see fit make the plan of contribution 70 per cent to 30 per cent, namely,

that the District shall contribute 70 per cent and the National Government 30 per cent, when this matter is fresh in the minds of Congress, what is going to become of it in a few years when the matter becomes stale? Therefore, we plead in behalf of the city of Washington, of the property holders, and of the taxpayers, that you do not permit this law to be repealed by a rider. If it is necessary to repeal this law, let it come up under a proper bill, let the necessary hearings be had; let the matter be properly considered.

You gentlemen are our representatives. We have no one to appeal to; we have no one whom we can call to account if they do not respond to our demands, and we are therefore absolutely dependent upon you and your assistance; and, therefore, in conclusion, in behalf of the Washington Board of Trade, we plead that you, sirs, let this bill fail sooner than to admit it with this provision in it. I thank you.

I would like, if you will permit me, to insert as a portion of my remarks this very short report of our board, which has been very carefully considered by 15 of the representative men of Washington. I would simply like to add this as a part of my remarks.

Senator SMITH of Maryland. Very well.

(The matter presented by Mr. Brandenburg is as follows:)

NO REPEAL OF HALF-AND-HALF LAW OF 1878 BY RIDER ON DISTRICT APPROPRIATION BILL.

[Report of special committee of the Washington Board of Trade on immediate fiscal legislation for the District of Columbia. Adopted unanimously by the board of trade May 25, 1916. Presented by Theodore W. Noyes, chairman; D. J. Callahan, E. F. Colladay, J. Harry Cunningham, John Joy Edson, C. J. Gockeler, R. N. Harper, John B. Larnier, H. B. F. Macfarland, James F. Oyster, Odell S. Smith, Corcoran Thom, George Truesdell, A. S. Worthington, E. C. Brandenburg, ex officio, committee.]

JOINT CONGRESSIONAL COMMITTEE'S REPORT DOES NOT RECOMMEND UNCONDITIONAL REPEAL, BUT IN EFFECT PROHIBITS IT—JOINT COMMITTEE URGES THAT CONGRESS PURSUE A DEFINITE POLICY OF REGULAR AND LIBERAL DISTRICT OF COLUMBIA APPROPRIATIONS, AND HOLDS THAT THE DISTRICT NOW PAYS ENOUGH AND THE NATION TOO LITTLE FOR CAPITAL UPBUILDING.

The pending District appropriation bill unconditionally repeals by indirection the half-and-half provision of the organic act of 1878 and substitutes nothing in its place. It leaves local taxation and capital contribution fluctuating and uncertain. It renders the national contribution for capital upbuilding indefinite, irregular, and illiberal. It proposes that the nation for 1917 pay 30 per cent instead of 50 per cent of the District appropriation; and that the District residents pay 70 per cent instead of 50 per cent. It confiscates for the nation the unappropriated surplus of District tax money over its half proportion under existing law—a surplus which should be held in trust for the District to meet its needs in some future "lean" year.

The pending appropriation bill, which (May 26, 1916) has just passed the House, does these things on the assumption that the report of the congressional joint fiscal committee is thereby carried out.

But the report of the joint committee recommends none of these things. It does not urge the unconditional repeal of the half-and-half law. It holds that local taxation should be fixed and certain and that Congress should pursue a definite policy of regular and liberal District appropriations; that the District now pays enough and the Nation too little for capital upbuilding. If the pending appropriation bill called for 70 per cent from the Nation and only 30 per cent from the District instead of the reverse it would have been more in conformity with the spirit and letter of the joint committee's report.

These facts are set forth in the report recently adopted by the unanimous vote of the board of trade's special committee on immediate fiscal legislation, composed of Theodore W. Noyes, chairman; D. J. Callahan, E. F. Colladay, J. Harry Cunningham, John Joy Edson, C. J. Gockeler, R. N. Harper, John B. Larnier, H. B. F. Macfarland, James F. Oyster, Odell S. Smith, Corcoran Thom, George Truesdell, A. S. Worthington, and E. C. Brandenburg ex officio.

This report analyzes the joint congressional committee's report and bases thereon an earnest protest to Congress against just such legislation as that proposed in the pending District appropriation bill.

On May 25, 1916, the Washington Board of Trade, in regular meeting assembled, enthusiastically adopted by the unanimous rising vote of over 500 members present the report of its special committee on immediate fiscal legislation. It reads as follows:

REPORT OF COMMITTEE ON FISCAL LEGISLATION.

To leave undone the things legislative which ought not to be done is as vitally important as to do that which ought to be done.

I.

What legislation then should not be enacted on the basis of the report of the joint congressional fiscal committee?

There should be (1) no repeal outright of the half-and-half law on the theory or in the belief that the joint committee's report abolishes it or, on the whole, recommends its unconditional abolition.

(2) No repeal of the half-and-half law by rider on an appropriation bill as proposed by such amendment in the last Congress. This amendment raised the issue between House and Senate which led to the creation of the joint congressional committee. This issue was whether the half-and-half law was fair to the Nation. The joint committee says it is fair.

(3) No repeal of the half-and-half law in any way which fails to substitute for it a carefully considered system under which District taxation is fixed and certain, and under which Congress shall "pursue a definite policy of regular and liberal appropriations" for capital maintenance and development.

(4) This substitute for the half-and-half law, if one is proposed, should be thoroughly discussed by the District committees and carefully considered by both Houses of Congress in order to be certain that it protects the Capital's equities and provides the just safeguards against excessive taxation which the half-and-half law provides; and without this thorough preliminary discussion and consideration no repealing substitute should be enacted.

NO REPEAL URGED BY COMMITTEE.

The joint committee was directed to determine "the proper proportion of the expenses of the government of the District of Columbia * * * which shall be borne by said District and the United States, respectively, together with the reasons upon which their conclusions may be based."

The investigations of the committee disclosed the utter impossibility of measuring in terms of exact percentage figures the relative capital obligations of the District and of the United States and of specifying conclusive reasons for any precise percentage figures.

The committee therefore, unable to give to Congress exact proportionate contribution figures backed by specific reasons, as directed, reported that "there is no reason for any arbitrary rule of proportionate contribution for the expenses of the District of Columbia by the residents thereof, and by the people of the United States who reside outside of the District of Columbia."

The committee finds that the organic act of 1878 "was conceived as an economic necessity" and "was justified by the exigencies of the time and the conditions of that day," but that "the conditions of to-day and of the few years last past are so different from the conditions of 1878 that this arbitrary rule—a rule of then seeming necessity—need no longer be applied to District appropriations."

NATIONAL CONTRIBUTION STILL NEEDED.

What are the changes in conditions which cause the committee to think that an arbitrary half-and-half rule may not be necessary to-day?

The committee indicates these changes. The District had in 1878 less than half its present population, and was then weighed down by a heavy burden of debt, which has now been largely paid. The District no longer needs, the committee thinks, to be compelled by law to bear its proper share of the burden. On the other hand, the National Government, the committee indicates, has since 1878 recognized "the splendid utility and beauty of the city planned on a national base;" it has erected "many buildings" of the very highest standard of architecture; it has acquired more

and more land every year, holding it for strictly governmental purposes, and withdrawing it from participation in assessment and taxation; its "increasing needs * * * in this, its central home, demand, and will continue to demand, more land, more buildings, more reservations." In other words, the capital land holdings of the Nation and its reasonable pride in the beautiful city which it has developed have so increased since 1878 that the compulsion of an arbitrary law is not necessary to cause the Nation, through Congress, to bear half (or even more than half) the burden of Capital upbuilding.

The committee does not find that the Capital no longer needs the national half contribution. On the contrary, the committee clearly indicates that the national half contribution is needed more than ever, and should, if altered, be increased. The need of more than a half contribution by the Nation is affirmed; only the need of a law to compel at least this half-contribution is denied.

In the last Congress, when the joint congressional committee was created, there was a struggle over the question whether the half-and-half law should be killed as unfair or remain in force pending the report of the joint committee. It was decided that it should remain alive, and it is to-day unrepealed and in full force and effect among our statutes.

If the half-and-half law had been repealed at that time and the function of the joint committee was to report a new definite proportionate contribution for adoption, very clearly the indefinite contribution system would, in the light of the committee's report, necessarily continue. For the committee sees no reason for any arbitrary proportion and is unable to suggest any new figures. But this law was not repealed, and the joint committee's report, when analyzed, does not recommend its unconditional repeal, and is distinctly hostile to every one of the methods of repeal which have been or are now suggested.

UNDER ORGANIC ACT WASHINGTONIAN PAYS ENOUGH.

First, in regard to what the Washingtonian should equitably pay, the committee recommends "that the people of Washington pay a tax comparable in assessment, rate, and amount to that tax paid by the residents of other cities similar in population and location to the city of Washington. This, we believe, is eminently fair, and there should be no greater exaction in taxation from the people of the District of Columbia." "With the payment of such taxes * * * the financial responsibility of the residents of the District should be concluded."

The committee further finds that under the operations of the existing half-and-half law District residents are now assessed and taxed up to the limit of local taxation, which, they say, can not equitably be exceeded. The committee declares "that the present assessment valuation of privately-owned real estate in Washington is fair and reasonable;" "the payment of taxes on real estate from the assessments as they are now constituted is a fair and reasonable response in such taxation for municipal benefits received by the citizens of the District: the annual tax in Washington is approximately \$16 per capita. In the judgment of your committee this is a reasonable tax levy at this time, especially when we consider, as we must, that a large proportion of the population here pays but a small amount of the taxes imposed." And Senator Works adds: "The people of the District are not undertaxed. They are, in my judgment, bearing their full share of the burden of the expenses of the District. Just now * * * I think they are being taxed too high."

In these words the committee vigorously indorses the half-and-half law as absolutely fair to the Nation in exacting from the District every cent of tax money (and perhaps a little more) that could equitably be demanded in conformity with the wise standard of measurement and of intercity comparisons approved by the committee. Clearly the half-and-half law ought not to be changed if the result is to increase the proportionate contribution of the Washingtonian and to make heavier his tax burden. What change has ever been, or is now, proposed which does not have this effect?

NATION PAYS TOO LITTLE.

The committee declares that under the half-and-half law the Washingtonian does not pay too little. It also affirms that under this law the Nation does not pay enough. Running through the report is the suggestion that the national expenditure upon the Nation's city should be largely increased and not, as demanded by the last House, be radically decreased or entirely eliminated. And Senator Works takes this position unequivocally, pointing out in specific detail the neglected obligations of capital upbuilding and urging the more liberal appropriations of national money needed to meet them.

The committee's words on this point are as follows:

"All of this means that the national city, the Nation's home, should be a district where the national authority is not only supreme, but a district where the just pride of a great people should insist upon its maintenance in a manner most fitting to the dignity of the citizens whose manifestation of central government it is.

"As a conclusion, which should be of the greatest weight, we urge upon Congress that its appropriations for the expenses of the District of Columbia should always be in such sum as will not only continue the city of Washington and the District of Columbia in every respect as the splendid and beautiful central residence of this great Nation, but also cause it to become and be forever maintained as a model for all the cities of the world.

"Our unanimous conclusion is * * * that the Congress should pursue a definite policy of regular and liberal appropriations, having in view not only the permanent moral and physical advancement of the city, but also its preeminent beauty and grandeur as the municipal expression of the Nation's home and its people's pride."

NO INDEFINITE FLUCTUATING CONTRIBUTION.

The joint committee, in finding that an arbitrary half-and-half provision is no longer needed to compel the equitable relations between Nation and Capital which, it thinks, should exist, vigorously approves the principles of that legislation. It has been contended that the national contribution toward Capital upbuilding should be much, little, or nothing, according as the spirit moved at each recurring session. The joint committee says concerning the indefinite, fluctuating contribution proposition: "Our unanimous conclusion is * * * that the Congress should pursue a definite policy of regular and liberal appropriations."

In response to the contention that the local contribution should be subject to sudden increases, fluctuating and uncertain, the joint committee says: "Our unanimous conclusion is that the rate of taxation in the District should be fixed and certain;" that "there should be no greater exaction from the people of the District of Columbia" than "a tax comparable in assessment, rate and amount to that paid by the residents of other cities similar in population and location to the city of Washington;" and that the annual property tax in Washington at this time, approximately \$16 per capita, meets these conditions, and "in the judgment of your committee * * * is a reasonable tax levy."

The abolition of the organic act, if accomplished in accordance with the report of the joint committee, will be attained only by the substitution of a system which shall in the final, impressive words of the joint committee cause Congress to pursue "a definite policy of regular and liberal appropriations" for the advancement of the city, and which shall cause the taxation of the local community, its contribution to capital upbuilding, to be "fixed and certain." Any proposed legislation, in substitution for the organic act, which in final result leaves the annual national expenditure for Capital upbuilding indefinite, irregular, and illiberal and leaves the local contribution through taxation fluctuating and uncertain, will not be in accord with the principles of legislation laid down by the joint committee and will not be in harmony with the principle of equity.

Indefinite contribution plans of the only type ever proposed in substitution for the half-and-half system are hostile in four vital points to the principles laid down by the joint committee. First, they all contemplate increased taxation in some shape for the District, which, the committee says, will be inequitable, since the present tax burden is declared to be already abundantly heavy. Second, they all propose a decrease or elimination of national support of the Nation's city, whereas the committee declares that to impose the whole burden upon the District "would be most inequitable and unjust," and urges increased national appropriations, which "will not only continue the city of Washington and the District of Columbia in every respect as the splendid and beautiful central residence of this great Nation, but also cause it to become and be forever maintained as a model for all the cities of the world." Third, they all fail to propose any legislation which will make "fixed and certain" the taxation of the District resident. They all leave this burden of taxation to shift from year to year in accordance with the judgment of Congress as to what constitutes "reasonable taxation," the opinion of many Members of the last House being that no local tax was reasonable and fair which left any of the expenses of the Nation's city to be borne by the Nation. Fourth, they all fail conspicuously and hopelessly to prove legislation which in making national provision for the Capital shall cause Con-

gress to "pursue a definite policy of regular and liberal appropriations, having in view not only the permanent moral and physical advancement of the city, but also its preeminent beauty and grandeur as the municipal expression of the Nation's home and its people's pride." They all leave the national contribution to the Capital's upbuilding, divorced from any definite policy, to shift from session to session in accordance with the whim and caprice of successive Congresses, fluctuating and uncertain instead of regular, often miserly instead of liberal and reflecting the "people's pride."

Since the principles laid down by the joint congressional committee's report are hostile to all of the practical and proposed methods of repealing the half-and-half law, this report, instead of recommending this repeal, in effect prohibits it. The controlling equities recognized by the joint committee are better met by the half-and-half law than by any of the proposed substitutes.

The opinion of the joint committee that the half-and-half law is no longer necessary as a self-imposed obligation to keep Congress up to the mark of a half-contribution does not overrule the other findings of the report, and does not justify repeal of the law, even if that opinion be well founded. And the committee's opinion on the subject may be erroneous.

Certainly the half-and-half law was needed in the last Congress to prevent double taxation of the District and to ward off bankruptcy. Is it not still needed? If there is doubt on the subject should not that doubt be resolved in favor of the District, since the half-and-half law is fair and by continued existence injures no one?

NO IMMEDIATE REPEAL.

Why should Congress abolish the half-and-half law at this session, either directly or indirectly? The last Congress, instead of abolishing it, reaffirmed it, and left future action concerning it dependent upon the report of the joint congressional committee. This committee's report does not abolish the half-and-half law, or, as we have seen, on the whole, recommend its unconditional abolition.

The prejudice which caused Members of the last House to vote to abolish the half-and-half provision was based upon the belief that this law was unfair to the Nation; that under its operations the Washingtonian was grossly undertaxed; that his tax burden was only one-half that of the resident of the average American city; and from this belief sprang the demand that the half-and-half law should be repealed in order to do equity by imposing practically the whole burden of capital upbuilding upon the local community, and by relieving the Nation correspondingly of an unfair financial exaction. The vital alleged fact in which this belief and this prejudice were rooted was that the realty valuation of Washington in 1912 was \$744,000,000, and that this realty was consequently in that year and to-day underassessed for taxation by several hundred million dollars.

The Senate denied these contentions and the issues thus raised were referred to the joint fiscal committee for determination. The contentions of Washington on these issues, voiced in the board of trade as far back as 1898, and familiar to all of us, were vigorously urged, backed by irresistible evidence, by the joint citizens' committee at the recent hearings.

The joint congressional committee finds on all the vital issues of fact in favor of Washington. It sustains as fair and reasonable the recent assessment of Washington realty which discloses nearly two hundred millions less of realty values than were alleged to exist in 1912 by the so-called George report. It finds not only that the Washingtonian is not underassessed, but that as compared with the resident of comparable American cities he is not undertaxed; that his per capita of property taxes, about \$16, is a reasonable tax burden, no more than which should be exacted; that while the Washingtonian is contributing all he equitably should toward capital upbuilding, more instead of less should be done by the Nation, in response not only to the impulse of equity but of enlarged patriotic pride in the Nation's city.

Does anyone believe that more than an infinitesimal fraction of the Representatives who in the last House were misled as to the controlling facts would have voted as they did if they had known the truth as disclosed by the joint committee's report and the sustaining evidence? The joint committee finds in effect that the half-and-half provision is absolutely fair to the Nation. Why should those who voted against it because they thought it unfair continue to oppose it after its fairness has been demonstrated?

THE REAL ISSUE.

Can anyone question our contention of the real issue before the joint congressional committee? Running through the entire House and Senate debates on the repeal proposition is the thought that the vital issue is the gross undertaxation of the Washingtonian and the unfairness to the Nation of the excessively small local contribution toward capital upbuilding.

What, for example, Mr. Prouty says is repeated in substance by many others.

Mr. Prouty, in the Congressional Record, volume 52, pages 4856 and 4857:

"This bill is intended to correct another very serious abuse, and that is the general undervaluation of real estate. The last assessment of real estate in the District of Columbia amounted to about \$340,000,000. The committee that made this investigation found that the actual cash value at a very conservative basis was \$744,000,000.

* * * If the property in the District of Columbia was assessed as it is assessed elsewhere it would raise more than enough to meet the entire budget expenses of the District of Columbia."

In the final House debate upon the proposition to create the joint congressional committee this thought of the real issue is condensed in a nutshell in the words of a few of the conspicuous debaters:

Says Mr. Crisp, in the Congressional Record, volume 52, pages 4856 and 4857:

"Washington has the lowest tax rate of any city approximately its size. * * * It is manifestly unjust to longer require the taxpayers of the United States to pay half the expenses of the District of Columbia."

Says Mr. Prouty, page 4858:

"No one who has considered this question will believe that the people of the city of Washington are taxed even fairly, as compared with other people. They pay 10 mills on the dollar on their real estate. In my town I pay 22 mills. In your town you pay 23 mills."

Says Mr. Sisson, page 4863:

"If they pay a tax like they pay in my State, like they pay in the States in this Union, I am satisfied. They should pay the same rate of taxes that we pay at home. They then could raise enough money to run the entire Government. But nobody is asking for that. * * * Let the District pay an honest and fair amount of taxes and that will end it. There will then be nothing more to do."

The joint congressional committee declares on evidence submitted at the hearing, which is absolutely and irresistibly convincing, that the District is now paying an "honest and fair amount of taxes"; that the people of the city of Washington are already "taxed fairly as compared with other people." Such payment, Mr. Sisson suggests, will end the controversy. "There will then be nothing more to do." Such payment of fair local taxes has been demonstrated. Should not the raid upon the half-and-half law be thereby ended?

Should we not all agree with Mr. Sisson that under the circumstances there is equitably "nothing more to do"?

Compare the mistakes of fact which Representatives were misled into making in these debates with the quoted findings of the joint committee upon these issues. Contrast what was said in the House debates about underassessment and undertaxation in the District and the failure of the Washingtonian to do anything like his proper share of the labor of capital upbuilding with the joint committee's measurement of the faithfulness and fullness with which the Washingtonian meets his capital obligation. Compare also the words of the House debate and the quoted findings of the joint committee in measurement of the faithfulness with which the Nation through Congress has met its own capital obligations and upon the question whether the Nation should in future do more or less in maintenance and development of the Nation's city.

The joint committee says that under the half-and-half law the District is now contributing enough, all it equitably should, when measured by the best standards and compared with other American cities. It indicates that if either party falls short in meeting its capital obligations it is the Nation.

Since the final measurements of the joint committee disclose that half-and-half proportionate contributions are roughly and approximately equitable, why should Congress substitute confusion and chaos for the wise, fair, and beneficent financial system of 1878, which has restored self-respect to the Nation, humiliated by its unpatriotic neglect of the capital in the past, and which has brought prosperity and beauty to the Nation's city and developed it from the people's shame into the "people's pride?"

II.

LEGISLATION THAT WASHINGTON NEEDS.

The immediate legislation urgently needed by Washington is disclosed in the hearings before the joint committee.

(1) The law arbitrarily limiting the commissioners' annual estimates should be quickly repealed. It prohibits the statement by the commissioners and the satisfaction by Congress of the actual needs of the District. It prevents the Nation, inevitably from meeting fully its capital obligation. It automatically insures an unexpended surplus of District tax money. It accomplishes, as Congress applies it, no good purpose whatsoever. The commissioners' estimates, in accordance with the spirit of the joint committee's report, should disclose to Congress Washington's genuine municipal needs, both for current maintenance and for permanent improvements; and the responsibility for appropriating all or only part of these estimates should (as it does) rest solely on Congress.

(2) The effect of the report of the joint committee is to vindicate in principle the treatment of the half-and-half provision as not necessarily applying arbitrarily and separately to each year, considered alone, but to the average of a series of years. The joint committee points out that District expenditures since 1878 have been in the aggregate, though not in every year viewed separately, on the half-and-half basis. The committee expresses the belief that this fact is evidence of design, not an accident, and that the Nation thus not only intended to carry out, but did carry out its half-and-half promise.

Under the present practice which puts local taxation before congressional appropriation the half-and-half provision is not and can not be arbitrarily enforced and literally obeyed in any one year. But in the long run, in the future as in the past, this provision can be enforced and obeyed.

Why not go ahead in the future in general conformity with this practice, thus vindicated in principle by the joint committee? The only legislation necessary will be a provision to put the surplus of District tax money in any year into the Treasury, not as miscellaneous receipts, to be merged with national money and lost to the District, but, as the joint committee's report describes it, as "a trust fund for the benefit of the District of Columbia * * * to be expended in the government of the District of Columbia and for no other purpose."

Repeal of the law limiting the commissioners' estimates will permit Congress to consider in appropriations the full needs of the District, and the surplus in any year of unexpended District tax money will thus be reduced to a minimum. But any surpluses, even though large, which under the proposed legislation will go into the District's trust fund will clearly be needed in the future as a reserve fund (1) to pay District indebtedness, fictitious or genuine; including the alleged ancient resurrected debts, based on the blunders or neglects of Government officials in the seventies of the last century, which have been conjured up in the House; (2) to be accumulated and later wisely utilized to meet the possible emergency of a District shortage in some year in necessary tax revenue under the organic act; and (3) to meet the District's share of the cost of great permanent public improvements which will call for the immediate expenditure of more money than can be spared from current revenues.

A PETITION AND PROTEST.

We, the members of the Washington Board of Trade, do earnestly petition Congress (1) for the repeal of the law of 1909 which restricts the commissioners' estimates to twice the amount of the District's estimated revenues; and (2) for legislation which shall cause any surplus of District revenue arising in any year from the enforcement of the half-and-half law to be held in the Treasury as a trust fund for the benefit of the District to meet its need in some future year.

We protest against the repeal at this time of the half-and-half law, which the joint congressional committee has in effect declared to be fair; and we especially protest against such repeal by rider on an appropriation bill; or in such form as to be retroactive; or by any method which does not secure for the proposed legislation thorough preliminary consideration by the District committees, and by Congress, and which does not substitute for the repealed law one establishing a definite policy of regular and liberal appropriations by Congress for capital maintenance and development and a fixed and certain tax burden for the District of Columbia.

We further earnestly protest against the appropriation by this year's District appropriation bill of any amount less than twice the District's estimated revenues in accordance with existing law unless the resulting surplus of District tax money is declared to be held in trust in the Treasury for the benefit of the District to meet in part its needs, outside of current, routine expenditures, in future years.

SUPPLEMENTARY REMARKS OF CHAIRMAN NOYES.

This report was framed before the pending appropriation bill with its legislative rider was made public. But this proposed legislation fits upon its own head with precision the cap of our just and reasonable condemnation. It leaves undone the things for which we petition, and it does the things against which we protest.

It does not secure for the proposed legislation thorough preliminary consideration by the District Committees and by Congress. The provision is, without public hearings, rushed through under whip and spur, by the all-powerful Appropriations and Rules Committees.

Repeal takes the objectionable shape of a rider upon an appropriation bill, operating covertly, by indirection.

This rider is in substance and effect the same as that urged last year on the ground that the half-and-half law was grossly unfair to the Nation. The joint committee reports that the half-and-half law is absolutely fair to the Nation. Yet on the pretext of following this report, which cuts the foundation from under last year's rider, that hostile proposition is resurrected and vitalized in the pending bill.

This rider adopts only the destructive suggestions of the joint committee and ignores its constructive recommendations.

It destroys outright the old law for which the committee found no reason or necessity for continued existence and leaves chaos in its place.

It fails to provide by law fixed and certain local taxation along the lines urged by the joint committee. Such taxation is left uncertain and fluctuating. The pending bill adds to the local tax burden, which the joint committee says is ample by imposing additional special assessments in connection with street paving, new charges in connection with the aqueduct and a new tax on vaults under sidewalks. These local payments under the bill reduce correspondingly the Nation's contribution which the joint committee says is now too little.

In the background with the half-and-half law repealed lurk the inheritance tax and the tax on intangible personalty.

The new organic act by rider on appropriation bill fails to provide in place of the repealed law the definite policy of regular and liberal appropriations by Congress, urged by the joint committee. The appropriations proposed, divorced from any definite policy, are irregular and illiberal.

If the joint committee had found that the half-and-half law was grossly unfair to the nation, and that the District resident was underassessed and undertaxed and shirking his proper capital contribution, the appropriation bill, with its cut of three and a half millions from the commissioners' estimates, its new tax exactions from local residents, and its rider unconditionally repealing the half-and-half law could hardly have been differently worded.

How then can it be maintained that this bill is in accord with the findings, the letter and the spirit of the joint committee's report? Will Congress which rejected this rider when many thought or feared that the half-and-half arrangements was unfair to the Nation adopt the rider after the law has been demonstrated to be fair?

Will not those friends of the District in Congress who would repeal the half-and-half law in order that the Nation might do more than at present for the upbuilding of the capital vigorously oppose a repeal which reduces at once the national contribution by millions and clearly points to the ultimate withdrawal of that contribution?

Shall we not all get together, sinking personal opinions if necessary in the public interest, and unitedly oppose repeal at this time, in this way, and with this disastrous result?

Mr. MACFARLAND. May the representative of the president of the chamber of commerce say just a word for Mr. Moran, who could not be present here this morning? I introduce Mr. A. Leftwich Sinclair, one of our prominent lawyers.

STATEMENT OF MR. A. LEFTWICH SINCLAIR.

Mr. SINCLAIR. Mr. Chairman and gentlemen, I appear here as a representative of the president of the chamber of commerce, who could not be present to-day. I am first vice president of that organization. I want to say that the board of directors of the chamber of commerce recently adopted resolutions in opposition to this rider, and

copies of those resolutions have been filed with your committee. I hope that the committee will find time to read those resolutions before final action on this bill.

Senator GALLINGER. What is the membership of the chamber of commerce, approximately?

Mr. SINCLAIR. About 600.

Senator SMITH of Maryland. I understand there is here a representative of the retail merchants, Mr. Columbus, I believe is his name.

Mr. COLUMBUS. Yes, sir.

RENT OF VAULT—SPACE UNDER SIDEWALKS.

STATEMENT OF MR. CHARLES J. COLUMBUS.

Senator SMITH of Maryland. You represent the Retail Merchants' Association, as I understand?

Mr. COLUMBUS. Yes.

Senator SMITH of Maryland. Will you please state how many members there are in that association?

Mr. COLUMBUS. We have 180 firms. We elect to membership the business houses. Of course, that represents many more individuals. The association is represented at this meeting this morning by Mr. Macfarland, speaking for the joint committee, of which our association is a member; but, gentlemen, we are particularly concerned in that rider on page 96, section 8, which reads as follows:

SEC. 8. That hereafter the Commissioners of the District of Columbia are authorized and directed to assess and collect rent from all users of space occupied under the sidewalks and streets in the District of Columbia, which said space is occupied or used in connection with the business of said users.

Gentlemen, this is just another burden added to those of the business interests of the District of Columbia, which we consider absolutely unfair. These sidewalk or vault spaces constitute a convenience to the public, without endangering or hindering the public in any way. How would merchandise be placed in buildings without such vault spaces? It would be absolutely impossible. With such a tax, coming upon the heels of the eight-hour law for female employees—that is one tax that is absolutely a law—and other things that seem to be contemplated, I do not know where business would get off. Our position in this matter of vault tax is very well set forth in an editorial which appeared in the Evening Star of a recent date. This article is as follows:

THE PROPOSED SIDEWALK VAULT TAX.

The proposition carried by the District appropriation bill in its present form to authorize the commissioners to tax sidewalk vault spaces is doubly objectionable. In the first place it is an inequitable measure. The streets of Washington were given to the Government by the property owners for use as thoroughfares, and in equity at least with the reservation of all easements not in conflict with the use of the spaces for street purposes. The vaults under the sidewalk are for public benefit in that they facilitate business. They do not in any sense interfere with the proper street use. They do not constitute a nuisance. They are a public advantage in that they aid in the commercial development of the District. The owner of the vault is compelled to keep it in repair just as the owner of a dwelling is expected to keep in good order the parking space in front of his residence, the title to which is in the Government, and for which he pays no rent or taxes.

But on a broader ground the proposal to tax the sidewalk vaults is distasteful. It is an additional, unnecessary assessment upon the property owner. Coupled as it is with the proposed destruction of the fifty-fifty rule of District maintenance, on a bill which proposes a seventy-third division of expenses between the District and the United States, it appears as a deliberate endeavor to increase the volume of local revenues in order to decrease the national contribution to the District's upkeep.

It has often been urged that the abrogation of the half-and-half principle of the organic act, if it were not replaced by some new safeguard, would lead to the imposition of higher taxes upon the District people in one form or another. It matters not whether these additional taxes are in the form of realty assessments or specific taxes such as that proposed for the use of sidewalk vaults. The tax burden is increased one way or the other, and it has been demonstrated to the satisfaction of the joint committee which investigated the fiscal relations between the District and the General Government that the District is already as heavily taxed as any other American community of comparable size. With the per capita tax burden of the Washingtonian standing as high as it does, the needless and inequitable addition of any form of specific taxation is most unjust.

Gentlemen, as I said before, business seems to have increasing burdens put upon it, not alone in the form of public and legal taxation, but every time there is a movement of any character, the first thought that seems to come to mind, where money is needed, is the business man. Now, we appeal to you this morning, gentlemen, to set aside this rider as unfair.

Senator GALLINGER. Have you any information as to the rule prevailing in other cities in regard to this matter?

Mr. COLUMBUS. No, sir; I have not. There has been absolutely no public demand for this.

Senator GALLINGER. Did you ever have an opportunity to appear before the House committee on this subject?

Mr. COLUMBUS. No, sir.

Senator GALLINGER. Were you invited to appear?

Mr. COLUMBUS. No, sir.

Senator GALLINGER. Had you any knowledge of it?

Mr. COLUMBUS. We had no knowledge of it until it went through.

Senator DILLINGHAM. Have assessments never been made of the spaces under the sidewalks of Washington?

Mr. COLUMBUS. No, sir.

Senator SMITH of Maryland. And you do not know whether in other cities it is the rule to assess privileges of this kind or not?

Mr. COLUMBUS. No, I do not; but I have never heard of any such rule in other cities. I have lived here all my life, and this is the first time that a suggestion of anything of this sort has ever come about. It had not come from the citizens here, at all.

Senator GALLINGER. How general is this custom on the part of the merchants of Washington? Are there many cases where they are occupying space under the sidewalks, or are there only a few?

Mr. COLUMBUS. I do not think there are very many. It affects practically every line. You will notice in the outlying sections that grocers have them, and others have them, for the convenience of their business. If we had no sidewalk vault spaces it would be absolutely necessary to pile goods there until the store should close, in order to get them through. It facilitates business. It is an economy in the public interest, and certainly the public has not asked for this.

Senator SMITH of Maryland. Your idea is that if this was not the case, the disadvantages would be very great to the public because they would have to store the merchandise or whatever it might be

on the sidewalks until they could take it in at a late hour, when business was not in progress?

Mr. COLUMBUS. Oh, absolutely. You take a merchant getting a bill of goods—of millinery, or any large case goods; they would have to stay out in front until they could discommode their store, removing aisle trays, etc., or until the store was closed, and they could get them in; and in the meantime the public would be very greatly inconvenienced. Alley space is not large in the downtown section. In fact, there are lots of blocks where there is no alley space whatever, and it would be absolutely necessary for those goods to remain out there. There is great difficulty now, even with the vault spaces we have, in delivering goods. The Merchants' Transfer & Storage Co. complain from time to time that they can not get to the stores except at stated times, and that is due to the fact that facilities for getting freight, merchandise, into the stores is very limited, necessarily.

Senator SMITH of Maryland. Are these vault spaces used for any other purpose than getting in the goods? Are they used for storage purposes?

Mr. COLUMBUS. Yes, they are used for store space in some instances, and office space. But largely, almost entirely, they are used for storage and the receipt of merchandise.

Senator GALLINGER. Suppose this should go in the bill, upon what basis would the tax be levied?

Mr. COLUMBUS. I do not know. I have not got it with me, but I understand that a bill was introduced in the House covering that assessment. I have not that at hand right now. But it would be manifestly unfair, gentlemen, for such a measure as that to go through. There seems to be no end to the burdens that are upon business. Business does not know where it is going to get off.

Senator GALLINGER. At present your space in your store is not taxed, but the stock is taxed?

Mr. COLUMBUS. Yes, the stock is taxed; and we pay the real estate tax, of course.

Senator GALLINGER. Yes, certainly; the real estate tax.

Senator SMITH of Maryland. Do you gentlemen have any questions to ask? Senator Curtis, have you any questions?

Senator CURTIS. No, sir.

STATEMENT OF MR. A. LISNER.

Senator SMITH of Maryland. What do you represent?

Mr. LISNER. I represent A. Lisner & Co., the Palais Royal. I am not much accustomed to speaking before the public, but I do not think it will require much eloquence to convince you gentlemen that we should not have any new taxes imposed upon us. It does not matter much to me whether any tax is paid anywhere else, but I am speaking now of the general tax imposed on us. We have about as much as we can stand.

The committee which investigated the fiscal relations between the District and the Government said so, and we simply can not stand any additional tax. In the first place, the taxes are much higher than they were two years ago, and everything to do business with is so much more, so that we find we at present hardly can make half decent interest on our money.

Senator SMITH of Maryland. You say the tax is much higher than it was two years ago?

Mr. LISNER. Yes.

Senator SMITH of Maryland. In what way?

Mr. LISNER. I myself am paying at least \$5,000 more. There is the tax on real estate and the personal tax.

Senator GALLINGER. That is because the assessment has been raised, is it not?

Mr. LISNER. Yes, the assessment has been raised.

Senator SMITH of Maryland. On what?

Mr. LISNER. So that I am paying on both real estate and personal—

Senator SMITH of Maryland. Probably you have more property than you had a few years ago.

Mr. LISNER. Yes, I have more property. But the personal tax has been raised, and without any reason. Simply, I should think if any more expenses are imposed upon us, the conditions should be investigated whether we can stand it or not. Conditions in Washington have been abnormal, particularly for the last two or three years. As I said before, the expenses have increased abnormally, and it is hard to keep up the receipts of two years ago. How can we make any money that way? We are always very liberal, we business men, if anything is asked for. There is not a rummage sale, or a hospital built, but what they come to us, and we gladly respond if we can do it; but there is a limit to what we can do. Of course, as long as the chairman of the House committee is inflicted with the idea that we are not paying enough, we can not get any satisfaction from the House. We therefore appeal to you for a remedy.

As I said, before any additional expenses should be put upon us in the way of taxes, conditions should be investigated so that it shall be seen if there is a reason for doing so. Let us define the thing? What have we here, anyhow? Let us compare the city of Washington with a city like Boston. In Boston they have a rich suburban trade; they have a great many rich people; and they have industrial institutions galore. What have we here? We have nothing but the poor Government clerks that have not been raised in 50 years, getting the same salaries with their expense 50 per cent higher. What have we? We must live from them. If additional taxes are put upon us and something is given us in return as a compensation, why, we would not say a word. But I am perfectly willing to take my books, to bring my books to the committee—I will not make public property of it—and let the committee decide whether I, for instance, could afford to stand any additional expense. I would be perfectly willing to do it; and I watch my business about as close as anybody in the city. I do not allow anybody to get ahead of me; and I am always there, and anybody can tell you that. I am off in summer for a while, but I come on, off and on, and see that things are all right.

Senator GALLINGER. You go to New Hampshire in the summer to get health.

Mr. LISNER. That is right; and it is the place to go, too.

Senator SMITH of Maryland. There has been no rate of taxation fixed upon this privilege. Have you any idea how they propose to tax it?

Mr. LISNER. What I am speaking of, Senator, is this: I am speaking of the thing as a whole, whether it is war taxation, or anything else. There should not be any additional expense put upon us for what our receipts are. I am perfectly willing to show the committee just exactly how the thing stands. I do not care whether it is a war tax or any other tax; I look at it in a general way, and I am perfectly willing to show the conditions in the last two or three years—they are a little better now, but they are not much better—and as long as we are here, we have done a lot of good for the city, and we have helped—I know I have helped—almost any institution in the city, and therefore we are of some good. Why should we be destroyed? We can not continue like that, and we must make a fair investment on our money. We can not be destroyed.

Senator SMITH of Maryland. The question for us to determine is whether this privilege is a proper source of taxation. That is the question that comes before us. Of course, sometimes taxes are hard, but the question here is whether this privilege should be taxed or not. That is the matter for us to determine, more than whether you are making any money or not. Of course a great many businesses do not make any money. I am not saying that that is a proper tax. Do you know whether taxes are imposed in other cities for these privileges?

Mr. LISNER. I do not know, Mr. Chairman, anything about it. I did not take much interest in that, because I was imbued with the idea that no matter what taxes are imposed upon us, we should not have any of any kind, because we do not deserve it, no matter what it is.

Senator SMITH of Maryland. Have you anything further to say?

Mr. LISNER. No; I have nothing else, now.

Senator SMITH of Maryland. Has any member of the committee any questions to ask? Is there anybody else who wants to speak on this question?

**STATEMENT OF MR. GEORGE S. DE NEALE, SUPERINTENDENT
OF S. KANN SONS & CO.**

Senator SMITH of Maryland. Your firm is affected by this proposed tax?

Mr. DE NEALE. Very materially so.

Senator SMITH of Maryland. We will hear what you have to say.

Mr. DE NEALE. I would like to state that I concur fully in the views expressed by Mr. Columbus with respect to this question, and I would lay special emphasis on one particular point, and that is that if it was not for the advantages, etc., we derive from the vaults under the sidewalks, the sidewalks would be in such a congested condition that they would be impassable for the best part of the day, due to lack of facilities, or due to our inability to get the goods properly stored away in time.

Senator DILLINGHAM. It would be physically impossible to handle the goods without the vaults?

Mr. DE NEALE. Yes; it would be impossible to get the goods off of the sidewalks to their proper places in the stores and in the receiving rooms.

Senator DILLINGHAM. Your company owns the building in which they do business?

Mr. DE NEALE. Only a very small part of it. They rent.

Senator DILLINGHAM. These vaults were constructed by the owners of the buildings?

Mr. DE NEALE. Originally, yes.

Senator DILLINGHAM. Under permits?

Mr. DE NEALE. Yes.

Senator DILLINGHAM. And they are substantially a part of them?

Mr. DE NEALE. Yes.

Senator DILLINGHAM. Do you know whether that fact is taken into consideration by the assessors in assessing the value of the buildings?

Mr. DE NEALE. That I am unable to say.

Senator SMITH of Maryland. This, of course, gives you more floor space?

Mr. DE NEALE. Oh, yes.

Senator SMITH of Maryland. Do you know whether in assessing these buildings they take into consideration the fact that these conveniences add to the value of the property or not?

Mr. DE NEALE. I am unable to say.

Senator SMITH of Maryland. Is it not reasonable to suppose that that is taken into consideration when they assess the property? Is it not reasonable to suppose that these privileges that you have which make the property more valuable are taken into consideration?

Mr. DE NEALE. It is very probable.

Senator DILLINGHAM. The point you make is that for public convenience it is better for you to have the vaults than to have traffic on the sidewalk incommoded by the passing in and out of goods?

Mr. DE NEALE. That will not admit of any question.

Senator CURTIS. You have an alley?

Mr. DE NEALE. We have a very small alley, and inadequate.

Senator CURTIS. If the use of this vault space was taken from you, that space would be inadequate?

Mr. DE NEALE. Entirely so; the alley space we have is entirely inadequate to handle any part of our business.

Senator SMITH of Maryland. What I want to get at is, is it not reasonable to suppose that in the assessment of this property the value of the privilege of these vaults to your property was taken into consideration, and that your property was assessed at more than if you did not have the vaults?

Mr. DE NEALE. It is very probable; yes, sir.

Senator SMITH of Maryland. Have you anything further to say?

Mr. DE NEALE. There is nothing that I could throw any additional light on.

HALF-AND-HALF PRINCIPLE—AGAIN:

STATEMENT OF MR. CHARLES C. LANCASTER.

Senator SMITH of Maryland. Mr. Lancaster, what is the object of your appearance before this committee?

Mr. LANCASTER. I am president of the Citizens' Northwest Suburban Association, and with me is a committee composed of Dr. John W. Chapell, Fred J. Heider, and Fulton R. Gordon, selected by the citizens' association to appear before this committee.

Senator SMITH of Maryland. Are they all present here to-day?

Mr. LANCASTER. Yes; they are all present.

Senator SMITH of Maryland. And do they want to have something to say?

Mr. LANCASTER. Well, yes, sir; just briefly, after I get through.

Senator SMITH of Maryland. There being quite a number, we would ask that you be as brief as possible.

Mr. LANCASTER. Yes, sir. Gentlemen, I will endeavor to take these matters up that we are interested in as taxpayers of the city in the order in which the bill is prepared.

The first item in the bill affects what is known as the half-and-half, or the act of 1878. We have given that subject a great deal of consideration in the many years that our association has been in existence, and I myself have given it a great deal of study, and I made an elaborate argument before the Fiscal Relations Committee, which is printed in the document here as shown by Mr. Macfarland, and I have separate copies of my argument here, which I propose to leave with the members of the committee for their perusal, on the subject of the half and half.

Our association passed the following resolution, expressing the views of the citizens in the northwest section of Washington—

Senator GALLINGER. Mr. Lancaster, if the chairman will permit me, the half-and-half principle is so fully in our minds, and has been discussed so many times, do you not think it would be wise just to put that in the record without reading it?

Mr. LANCASTER. This is very brief. It will not take a minute to read it.

Senator GALLINGER. Every minute is of value.

Mr. LANCASTER. I want to show you how carefully we have gone into this matter, and this is brief. This is a point which has not been presented to you before, Senator. The resolution is as follows:

Whereas all our internal revenue taxes, our income taxes, and our stamp taxes are deposited in the United States Treasury to the credit of miscellaneous receipts, we contend and petition that all our real estate and personal taxes should be so deposited, and the Congress should appropriate generally for the support of the Federal seat of Government in Washington, and that the Congress should abandon entirely the unjust and illegal partnership between the United States and the few taxpayers of the District of Columbia as being in clear violation of the letter and spirit of the seventeenth paragraph of section 8 of Article I, of the Constitution of the United States: Therefore, be it

Resolved by the Citizens' Northwest Suburban Association in public meeting assembled this 16th day of June, 1916, That we vigorously oppose the first and second paragraphs of H. R. 15774, a bill making appropriations to provide for the expenses for the government of the District of Columbia for the fiscal year ending June 30, 1917, and for other purposes, as passed the House and now pending in the Senate, and we strongly petition the members of the Senate and House to insert in lieu thereof the following paragraphs, to wit:

Now, this is the gist of the thing.

The following sums are hereby appropriated, out of any money in the Treasury not otherwise appropriated, for the support of the government of the District of Columbia for the fiscal year ending June 30, 1917, and for other purposes.

In that connection, I have secured from the Treasury Department the amount of the income tax that we pay into the Treasury of the United States. In my argument here I stated to the joint committee that we paid into the Treasury of the United States for customs and internal revenue receipts the sum of \$1,583,000. That has been going

on now for years and years, ever since they have been collecting taxes. None of that money is credited to the half-and-half. That is put into the Treasury and paid out for battleships or a post office, or anything else you please.

In addition to that we have here a corporation tax and the individual income tax. The corporation tax amounts to \$134,767.04 for the fiscal year 1915. The individual income tax amounts to \$378,673.72. That makes \$513,440.76 collected from our people in Washington City, placed in the Treasury as miscellaneous receipts, and used for any purpose that the Government may desire.

Senator SMITH of Maryland. Precisely as it is in any of the States?

Mr. LANCASTER. Exactly.

Senator SMITH of Maryland. Precisely as other cities do.

Mr. LANCASTER. Exactly.

Senator SMITH of Maryland. You are not in any way discriminated against in that particular?

Mr. LANCASTER. Not in that particular. Now, why not take our tax from real estate and personal property, and do the same thing? Our contention is that it is absolutely wrong and unconstitutional to take our real estate tax and personal tax and use that here as a special fund, and go into partnership with the United States on the 50 per cent basis, and use that fund on the half-and-half basis.

Senator GALLINGER. Then your organization is against the half-and-half principle?

Mr. LANCASTER. Exactly; our organization is against the half-and-half principle. We contend that the half-and-half principle has been a source of aggravation, it is a source of dissatisfaction, it is a source of disagreement among the citizens of Washington and before Congress here for the last 35 years. It has never been lived up to by Congress. They have never absolutely carried out the half-and-half plan, and we want it abolished, and we think that the proper course—and we think the people of Washington are with us when they understand it—is to abolish the half-and-half plan. We want to do away with this partnership of the rich man and the poor man, and we want Congress to appropriate, and to take all the money, because it is Federal money—every dollar you collect from my citizens here is Federal money. Now, why not put all that into the Treasury of the United States, and then appropriate \$20,000,000, \$15,000,000 or \$40,000,000 for the running of the District of Columbia. That is our contention, that that is the only logical and honorable and square plan.

Senator GALLINGER. That is substantially what this bill does?

Mr. LANCASTER. No, sir; this bill does not do that. Now, I want to explain that to you. I have given this bill careful study. That is Senator Works's idea, and I advocated that before the joint committee. I contended that they should do that very thing. But what did the committee do? The committee did not go quite so far as that. The committee said that the half-and-half should be abolished, but that the funds collected from our real estate and personal taxes should be set aside as a trust fund in the Treasury, and that should be used as far as it went and any deficiency should be made up by the Government. That is objectionable to our people. Every taxpayer in town is opposed to that theory, because we can not see any wisdom in that, saying that the real estate and personal tax

should be used as a trust fund, when our income tax and customs tax and internal-revenue tax is put in the Treasury as miscellaneous receipts. That is the position we take. It is illogical and improper.

Senator SMITH of Maryland. Then, if you should take all the tax you raise here to pay the running expenses of the District of Columbia, there would not be anything for the Government to pay.

Mr. LANCASTER. Now, let us see whether there would or not.

Senator SMITH of Maryland. Under those conditions the Government would not pay anything.

Mr. LANCASTER. You collect here from the District of Columbia, from all sources, in the neighborhood now of about \$10,000,000 from our people. Why do you collect this \$8,000,000? You collect \$8,000,000 from real estate and personal tax. I tell you, gentlemen, as I told the Committee on Fiscal Relations, that that is absolutely a burden upon our people, a hardship, and wrong. We can not stand it. You can not get \$8,000,000 out of real estate and personal taxes here without absolutely bankrupting this town. Why did that \$8,000,000 occur? Simply because the assessors were under an impression that they wanted to get the Government money, and they had to raise our taxes.

Senator SMITH of Maryland. The committee which investigated this matter said that the taxes were fair.

Mr. LANCASTER. Precisely; and I say we do not want them increased.

Senator SMITH of Maryland. The amount of the taxation is not an excessive tax. Therefore, if you took all of that tax, which is not excessive, which you certainly can not gainsay is right, that the people here should pay a fair taxation—nobody doubts that—

Mr. LANCASTER. Not at all.

Senator SMITH of Maryland. And if that assessment is fair, and then you paid in addition to that, which is fair, the amount of money you propose to be paid, after a while the Government would not have anything to pay.

Senator CURTIS. And then you must also consider that you have a surplus here of \$2,000,000 out of that collection.

Mr. LANCASTER. In that connection, we want to do away with the partnership. We claim that whatever the amount of money, five or ten or fifteen millions of dollars, you should take the money away from the District of Columbia and put it into the Treasury like any other Federal money, and then appropriate from that, you understand, any amount you may desire. That is the position we take. In this connection, I want to say right here to the committee, a very significant thing occurred in the House that I want to call your attention to. I do not suppose that you gentlemen have noticed it. In the discussion of this very question on this item in the bill, Mr. Page, chairman of the subcommittee of the Committee on Appropriations in charge of that bill, speaking of the citizen of the District of Columbia, said this:

Mr. PAGE of North Carolina. He enjoys the same right of protection to his person and property, the same advantages of schools, hospitals, and other conveniences that people living elsewhere enjoy, and should make his contribution to the general fund that other people must contribute to obtain these advantages—this and nothing more.

Therefore I believe that an assessment and tax levy should be made upon privately owned property within the District of Columbia in like amount and at a like rate as

is placed upon the property of people living in other places enjoying like benefits, and every dollar so collected should be paid, not into a supposed municipal treasury but into the Treasury of the United States to the credit of "miscellaneous receipts."

There is the chairman of the House committee on that point. Now, what does he say further? He says:

Then the first paragraph of this bill should read: "The following sums are hereby appropriated, out of any money in the Treasury not otherwise appropriated, for the support of the government of the District of Columbia for the fiscal year ending June 30, 1917, and for other purposes."

Then he goes on:

No divided obligation or responsibility, no quarreling over percentages, but a National Capital supported, enlarged, beautified by the whole people from the Common Treasury, the pride of the Nation, in time the marvel of the world, and a constant joy to all those who reside in it.

I believe that this paragraph should be adopted, and that the man who votes to have this old, inadequate fiscal policy continued is voting against the interest, and the best interest, of the Capital of this Nation. [Applause on the Democratic side.]

I have understood from a member of that committee that if you gentlemen adopt that plan that Mr. Page suggested there, do away with that provision there, and just say that all the money appropriated here is to be paid out of the Treasury of the United States, you will have no trouble in conference with the subcommittee of the committee on Appropriations of the House in getting them to agree to it.

Senator SMITH of Maryland. Then you approve of the House bill?

Mr. LANCASTER. I approve of the House bill only to this extent, by changing that provision in the bill, paragraphs 1 and 2; and instead of putting in that, we say here appropriate generally from the Treasury of the United States. That is the position we take in it, and I think that is the proper and logical position for our people to take on that proposition, and we think no other contention could be maintained.

As I said before the committee on fiscal relations, we trust Congress. We believe that you gentlemen are going to do for the District what ought to be done; but we say that we can not stand the present condition of affairs. You are falling and lying down on us. Get off our shoulders and let us alone, and let us pay our taxes like any other citizens, and then you assume the entire responsibility of the District of Columbia. If you do not do that, you will have this contention and wrangling here, as it has been for the past 30 years.

Senator GALLINGER. Mr. Lancaster, I have been here 30 years, and I have never heard of any wrangle until the last two or three years.

Mr. LANCASTER. I have heard it discussed here in business and in citizens' associations, about the failure to keep up the half-and-half.

Senator GALLINGER. They were all in favor of the half-and-half?

Mr. LANCASTER. Do you know why they were in favor of it? They were afraid they would not get as much if they gave it up.

Senator GALLINGER. Yes.

Mr. LANCASTER. That is what Mr. Macfarland admitted before the joint committee. Senator Works and Senator Chilton asked Col. Worthington, "If Congress does its duty and appropriates all that is necessary for the District of Columbia out of the Treasury of the United States, you will be satisfied?" He said, "Certainly we will." They asked him, "Then, you do not trust Congress?" He said, "No sir, we do not." Now, on the other hand, the people that I represent

all advocated that Congress should be trusted; and we do trust it, and that is the position we take about it.

Senator GALLINGER. How much is the revenue this year?

Senator SMITH of Maryland. It is about \$8,000,000.

Senator GALLINGER. We are considering this bill as friends of the District and friends of the General Government, because we represent both. The District has raised something over \$8,000,000 this year. You would put that in the General Treasury, and then the Government would contribute. This bill carries \$11,000,000.

Mr. LANCASTER. This bill carries \$11,000,000.

Senator GALLINGER. Would you appropriate \$11,000,000 or \$12,000,000, and have the District pay \$8,000,000 and the Government \$4,000,000, to carry on the District of Columbia?

Mr. LANCASTER. Whatever you think is right.

Mr. GALLINGER. Do you think that is right?

Mr. LANCASTER. Yes.

Senator GALLINGER. That is what I wanted to get at.

Mr. LANCASTER. If you gentlemen collect whatever you may get from us as taxation, reasonable taxation, and take that and put it in the Treasury, then when you appropriate you will not act with an eye always on what we have raised, but you will appropriate with a view to the national character of the District and the necessities of the District of Columbia as the National Capital. As it is now, you are absolutely bound and limited in your appropriations, because you only appropriate one-half. If you appropriate to-day \$16,000,000 why do you do it? You do it because \$8,000,000 are raised by taxation from the District, and you put up an equal amount. If we did not have that provision for an equal contribution from the Government you would appropriate more than \$8,000,000 if necessary to make this a capital of which the people can be proud.

Senator SMITH of Maryland. Many think if it were left with Congress, Congress would appropriate less rather than more.

Mr. LANCASTER. We have got to trust Congress. I am willing to trust them. Sometimes we have an economical Congress, of course.

Senator SMITH of MARYLAND. The House has appropriated \$11,000,000 in this bill.

Mr. LANCASTER. They expect you to put on the balance.

Senator SMITH of Maryland. What is appropriated must be by joint action.

Mr. LANCASTER. I have heard——

Senator SMITH of Maryland. Oh, you can not go by what you hear, but we must go by the bill that they have sent us. They have appropriated \$11,000,000, indicating that they are not willing to appropriate any more. Under the law you raised \$8,000,000 and the Government pays about \$3,000,000. Now, we do not make laws here, ourselves. The law has to be made by both Houses of Congress. We can not control by what we want to do, nor can they by what they want to do.

Mr. LANCASTER. You have as much to say about that as they have.

Senator SMITH of Maryland. I understand that.

Mr. LANCASTER. Or a little bit more.

Senator SMITH of Maryland. Yes.

Mr. LANCASTER. You have eight millions of money that you can appropriate here in this bill. I think you will do it. Why turn it into

the Treasury? I want to say that if you will appropriate every dollar of that according to the half-and-half plan, even, and go no further than that, you will have very little opposition in the House.

Senator GALLINGER. You have not sat in the conference committees.

Mr. LANCASTER. I am merely telling you what I am getting from Members of the House.

Senator GALLINGER. But we deal with them right here at this table.

Mr. LANCASTER. I do not think you will have any difficulty in getting them to agree to it.

Senator SMITH of Maryland. That is your opinion. We have the facts to go upon here as to what they have done.

Mr. LANCASTER. Now, I have read you what the chairman of the appropriations committee said in the House. Now, meet him on those grounds. He says he is willing now to go to work and appropriate all the money out of the Treasury of the United States, and turn our money into the Treasury of the United States. Mr. Page can not go back on that record. He is the chairman of the subcommittee in charge of the bill. He takes the position exactly that we contend for, and that Senator Works contends for. If you gentlemen appropriate less or more it is up to the House and to the people of the United States.

Of course, I can understand, Senator Gallinger, you have been on the committee a number of years and you are a member of the District Committee, and I have been before you gentlemen and before the House committee, and asked certain things, and what is the answer? The answer has been, "There is a deficiency, and we have got to be very economical." That happens sometimes, and of course that controls the committee; but where there is a full Treasury, you gentlemen are more liberal. That is the position we take in relation to the half-and-half, and I lay that before you.

Senator GALLINGER. The Treasury is not very full now.

Mr. LANCASTER. Of course that is a matter that you gentlemen must determine.

INCREASE OF SALARIES OF COMMISSIONERS OF THE DISTRICT OF COLUMBIA.

The next proposition that I wanted to determine here, that the House has not put in but the commissioners have recommended, is an increase of the salaries of the commissioners from \$5,000 to \$7,500 each. Our association has taken that matter up, as taxpayers, and we have passed the following resolution, which I would like to put in the record. This matter is one that we regard as very important to our taxpayers, and we want you gentlemen to give it careful consideration. The resolution is as follows:

Whereas the commissioners in their annual estimates for expenses of the District government for the fiscal year 1917 have recommended an increase of their salaries from \$5,000 to \$7,500 a year, without any request or petition from any organized association of citizens; and

Whereas this increase will give them the same salary as a Senator or Representative in Congress and more than the judges of our supreme court and court of appeals; and Whereas the job is not worth more than \$5,000 a year: Therefore be it

Resolved by the Citizens Northwest Suburban Association in public meeting assembled this 7th day of January, 1916, That we earnestly protest against this increase or any increase of the salaries of Commissioners of the District of Columbia, as the present

salary is amply sufficient for the services performed; and if the present commissioners are not satisfied with the salary they now receive, which is more than they ever earned before in private life, nothing would become them so well as to resign their office. We regard this attempt to increase their salaries at the expense of our heavily taxed citizens as a flagrant scheme of organized official graft, and we strongly petition the Sixty-fourth Congress to disapprove this selfish raid on the Public Treasury and to protect the taxpayers of the whole country against this official greed. If any salaries should be increased, it should be the salaries of the poorly paid employees, but the commissioners failed to recommend any such increase: Be it

Further resolved, That we appeal to all our fellow citizens and organized associations to protest against this official graft and use every effort to defeat this useless expense: Be it

Finally resolved, That a certified copy of these resolutions be transmitted by the president of this association, to the District Committees of the Senate and House, to the Commissioners of the District of Columbia, and to the Federation of Citizens' Associations.

A true copy.

A. J. YOWELL, *Secretary*.

That is the action of our association on that matter, and it is approved by the federation.

Senator DILLINGHAM. What is the average attendance at these meetings of your association?

Mr. LANCASTER. We have from 40 to 50. Our membership has been 250. It is not that many now.

Senator SMITH of Maryland. How many have you now?

Mr. LANCASTER. One hundred and fifty.

Senator SMITH of Maryland. You have an attendance of 40 to 50?

Mr. LANCASTER. Yes; an average of from 40 to 50.

Senator GALLINGER. Was that resolution unanimously passed?

Mr. LANCASTER. Yes.

Senator GALLINGER. Is your association unanimous in the views it expresses?

Mr. LANCASTER. Yes. That is the resolution, which I have read. Of course, I am giving you this officially.

Senator DILLINGHAM. What part of the city does your organization cover?

Mr. LANCASTER. We were the first association organized, 20 years ago—

Senator DILLINGHAM. No, but now; at the present time?

Mr. LANCASTER. It embraces the territory west of Rock Creek, north of Georgetown to the Potomac River and the District line, and it so represents it to-day.

Senator GALLINGER. How many associations are there now, suburban associations?

Mr. LANCASTER. I do not know how many suburban associations there are. There are 25 or 30 associations of citizens around the District.

Mr. CLAYTON. There are 40.

Senator GALLINGER. Does any other association take the ground yours does on that subject?

Mr. LANCASTER. The Brightwood Association takes the same ground.

Senator GALLINGER. Are you sure of that?

Mr. LANCASTER. Yes; I am a member of that association. They passed a resolution. That is the position we take on that.

MUNICIPAL HOSPITAL.

The next question we take up here is with reference to a municipal hospital.

Senator SMITH of Maryland. Mr. Lancaster, we shall have to ask you to be brief.

Mr. LANCASTER. I am going to be as brief as I can.

Senator SMITH of Maryland. We have many important matters here. You must recognize that we can not give very much time to anyone. There are other gentlemen here now. If you will have those resolutions put in the record we will investigate them.

Mr. LANCASTER. They are very short. What I am going to say now is this. I am not here of my own volition. I am not getting a dollar for this. I am here as the official representative of a large body of citizens interested in District affairs, and I am discharging my duty to the best of my ability.

There is a proposition here for a municipal hospital in the District of Columbia, and the association passed the following resolution on that:

Whereas the Washington Asylum and Jail, located on the Eastern Branch, has been condemned by our people generally as insanitary and wholly unfit for the purposes used; and

Whereas Congress in the act approved July 21, 1914, authorized the building of a new hospital, to be called the Gallinger Hospital, in honor of that constant and faithful friend of Washington for 30 years, Hon. Jacob H. Gallinger, Senator from the State of New Hampshire, and did appropriate the sum of \$15,000 for preparation of plans and specifications for the erection of hospital buildings; and

Whereas the commissioners of the District of Columbia have included in their estimates to Congress an appropriation of \$150,000 toward the construction of said Gallinger Hospital at a total cost of \$1,000,000: Therefore be it

Resolved by the Citizens' Northwest Suburban Association in public meeting assembled this 5th day of May, 1916, That we urgently appeal to the present Congress to include said estimate in the District appropriation bill for the fiscal year ending June 30, 1917, as we regard this public improvement of prime necessity and importance to the entire District of Columbia, and we call upon all our fellow citizens to unite in this appeal: Be it

Further resolved, That a certified copy of this resolution be transmitted to the Senate and House committees on appropriations, to the Commissioners of the District of Columbia and to the Federation of Citizens' Associations.

A true copy.

A. J. YOWELL, *Secretary.*

Now, I want to say that that matter is one of the most important matters for the health and sanitary arrangements of the District of Columbia. There has been some agitation in that location, out in that neighborhood, about Saul's subdivision and on Fourteenth Street, in opposition to a hospital. I believed that hospital would be a great benefit to our people, and I believe so now, and this resolution was passed by our people in favor of this hospital. If you will call the architects of the District of Columbia and have those plans before you, you will see that they are plans that are on a great scale, they have been prepared with a great deal of care by some one from material gathered in Europe as well as in this country, and the erection of that hospital will be of great benefit to the citizens of Washington, and we hope that you will include in that the recommendations of the Commissioners of the District of Columbia for \$110,000 and not allow a small, hysterical agitation to impede what we regard as one of the prime necessities of the District of Columbia, a municipal hospital of

this high standard and high character. We leave that with you for your consideration.

ASSESSMENT FOR STREET PAVING.

The next proposition we have here is a matter that affects our people. The last Congress passed what is known as the Borland amendment; that is to say, that all property abutting on streets in the District of Columbia paved with asphalt, bituminous, or macadam, etc., should pay the cost of paving 20 feet on the street abutting on the property. The commissioners held that that only applied to asphalt and bituminous pavements, and not to macadam or cement work. That exempted all suburban and newer Washington. It applied only to the streets of Washington, but exempted all the other property. Now the House has put in an appropriation that makes that Borland amendment apply to all the streets in the suburbs as well as those in the city of Washington proper, and we contend that that is wrong. In talking with Mr. Tinkham, who is on the committee on that bill, a Member of Congress from Boston, he told me he knew of no city in the United States that did that. He said Boston did not do it, and he knew of no city in the United States where that was done; and he opposed it in the House. Our people feel that that would be a great hardship on this suburban property. Here we are paying a very heavy tax on unimproved property. We made a suggestion there and asked for an assessment to improve the streets. We can not improve a street until we get an order, and we are assessed for that, and it would be absolute confiscation, and we ask you gentlemen to oppose that and strike it out. As these gentlemen said a while ago here, our people are taxed very heavily, and it is a burden upon us in many ways, and we do not think you ought to increase the tax without a popular demand. We do not think there has been a resolution passed by any body in Washington advocating this legislation. Why should you put it in? Why should you burden our people, when we want to improve our streets and our property so that we can build on our property, by an additional tax? We have to pay a tax on curbing and sidewalk in addition to the real estate tax, and we claim that is a burden that ought not to be imposed upon us. I submit the resolution in regard to this tax, to be put into the record.

(The resolution referred to is here printed in the record in full, as follows:)

Be it resolved by the Citizens' Northwest Suburban Association in public meeting assembled this 2d day of June, 1916, That we strongly protest against the new legislation in H. R. 15774, the District appropriation bill, section 9, page 97, just passed the House providing that half the cost for paving or repaving of any roadway 20 feet from the side thereof shall be paid by the abutting property, as we believe the same unjust to the private owner and is not demanded by our property owners, and this whole cost should be paid, as heretofore, out of the general taxes. This will be a burdensome tax on suburban property, now excessively taxed; be it

Further resolved, That a certified copy of this resolution be transmitted by our president to the Members of the Senate and House and the Federation of Citizens' Associations.

A true copy.

A. J. YOWELL, *Secretary.*

STREET IMPROVEMENT.

That disposes of those matters so far as the resolutions of the associations are concerned, and I will take up now the items of the bill.

Senator SMITH of Maryland. How many items? Because we can not afford to go to every item in the bill there. Will you just state it in a concrete way?

Mr. LANCASTER. These items are made by our association in open meeting after very careful consideration, and they are finally adopted. On the first page you will see all the items which are included in our estimates to the commissioners and approved unanimously by our people. Nobody is opposing this at all. These items are put in there and sent down to the commissioners, and then brought before Congress, to you gentlemen, for consideration. These were sent by us, I suppose officially, and the commissioners went over them, and of all the various items that we have got, they included in the bill only two small items. We ask you gentlemen to kindly go over these items we have given you here, with our reasons in writing, and why we want these improvements made and why we ask you for these small amounts. The whole amount is not over \$6,000. We ask you to put these in for the purpose of giving us an opportunity to build in our section and improve our property. We can not, of course, afford to be paying taxes on unimproved property and getting nothing out of it, and we can only build on the property when we can get the sanitary and municipal facilities, and until we can get the streets opened and get sidewalks and sewer and water our property is valueless, and we can not do anything with it.

With that statement, and with the paper before you, I hope you gentlemen will take it up and put in there such items as you think we ought to have, because all of them are of importance in our section, and they are asked for by unanimous vote by the people in our section.

GRADING AND IMPROVEMENT OF BELMONT STREET.

In addition to that, I desire to call the committee's attention to an item which was introduced by Senator Chilton in the Senate on June 20, and I refer to page 11066 of the Congressional Record, where Senator Chilton submitted this amendment. I read from page 11066 of the Record as follows:

Mr. Chilton submitted an amendment proposing to appropriate \$7,500 to grade and improve Belmont Street from Sixteenth to Seventeenth Streets NW., in the city of Washington, intended to be proposed by him to the District of Columbia appropriation bill, which was referred to the Committee on the District of Columbia and ordered to be printed.

That matter the property owners in that section would like to have included in the District appropriation bill. As you are aware, Ambassador White has built a very handsome home up between Superior Street and Belmont Street. This street comes in south of his house, between him and Senator Henderson's house, and ex-Senator Scott has made an improvement there costing about \$70,000, on Belmont Street, on Meridian Hill. This street is now nothing but a dirt road, dusty when it is dry and muddy when it is wet. Mr. Scott sent that item to the commissioners, and I think he sent it to you, and you probably have referred it to the committee.

They have recommended the cost, and we ask you to include that \$7,500, to grade and improve Belmont Street in that square, in your estimates of appropriation.

I think that concludes all that I have to say, and there are some gentlemen here who want to be heard. Dr. Chappell desires to be heard.

HALF-AND-HALF PRINCIPLE—AGAIN.

STATEMENT OF DR. JOHN W. CHAPPELL.

Senator SMITH of Maryland. What organization do you represent, Doctor?

Dr. CHAPPELL. I am a member of the Citizens' Northwest Suburban Association. I had not intended to say anything particularly to-day, owing to the fact that I know your time is very much limited, and I will not say much, but I appreciate the privilege of having an opportunity to say anything. There is much that I would like to say, because I have been a resident of the District all my life, and my ancestors back for three generations, and of course I feel an interest. I have taught school here and so on. I am sorry to have to say at the outset that I will offer what is not approved by any resolution, but what is not in favor of what has been presented by Mr. Lancaster, and I do believe, until some other plan is adopted, it is safer and better for the people of the District and the people of the United States for that matter, and the Congress, to stick, as near as possible, to the half-and-half plan until we get some other.

Senator SMITH of Maryland. Do you belong to the same association as Mr. Lancaster?

Dr. CHAPPELL. I belong to the same association; yes, sir. I had the privilege of appearing before the joint select committee that was investigating this matter of the half-and-half, or of the proportionate amount of the expense of the District to be borne by the United States and the District of Columbia in the upkeep of the municipal affairs of the District. I presented my argument, and here it is in the hearings of the fiscal committee, and it is perhaps pretty lengthy, and I do not intend to read it, but I should like to call your attention to the fact that it begins on page 1154, with a supplement statement in regard to the use of the word "tax," which I had not considered at the time, so as to make myself understood as I wished to be, on page 1685.

I presented a plan as to upon what the relationship—the amount to be paid by the United States Government and the District of Columbia—should be based. I went into it very carefully, and I still think, notwithstanding that I see no one has taken it up, it is really the only and the proper method by which we should determine the proportional amounts to be paid by the two parties concerned. I based it upon the relative holdings of the two parties concerned—the relative holdings of the people of the United States and the District of Columbia—and I gave my arguments there, and I believe I am wholly correct, that not only the real estate, but the buildings and improvements as well, the amount to be borne by each party, should be determined by the relative holdings, and I also claim that it is not a difficult matter to determine what are the relative holdings of the two parties concerned, and to that extent, of course, I

have to disagree with our distinguished president, who has labored hard, I believe, for the betterment of the people of the District of Columbia, and very largely for the people of our section.

I wish it were possible that the committee should find it possible to glance at my proposition. It is an elaboration, I might say, of the half-and-half plan. The half-and-half is a guess at it. My plan is that you would determine the value of all the holdings of the two parties concerned. That is the way taxes are determined everywhere in this country. They are based upon the relative holdings of the parties concerned. Senator Works said the Government makes all the valuation here. I said, "You make your share, but it is the values that the people make that we tax." It seems illogical, in some respects, to tax a man when he makes improvements, but that is what you do, and nobody has ever proposed a better plan. I do not know of any better way. So that, in arriving at the relative amounts that the people of the District and the people of the United States are to pay, I think, in my judgment, it would be better to stick to the half-and-half plan until we adopt a better one, and my plan, I believe, although it may seem a little egotistical, is on the same line.

Senator SMITH of Maryland. Then our understanding of your position is that for the present you would stick to the half-and-half?

Dr. CHAPPELL. Yes, sir; I would prefer that, because I think it is more definite. We have no objection to pay our reasonable taxes. This last assessment I believe is a little in excess, and particularly if you are going to burden us with street improvements, make us pay for the improvement in front of our property on the streets, which has always heretofore been paid out of the general fund. We would be taxed so heavily as before many years to make the District of Columbia a very undesirable place for an average individual to live. It is now as much as I can do to make a living and pay my debts and my taxes.

Senator GALLINGER. I understand you to say that you would commence by determining the value of the holdings of the citizens and the value of the holdings of the Government?

Dr. CHAPPELL. Yes, sir.

Senator GALLINGER. How would you ascertain the value of the Government property in the District of Columbia? My attention was called some years ago to a statement of the Government property which they thought should be taxed, and they taxed the streets against the Government, and I think the Washington Monument was taxed against the Government. The parks here were all taxed at so much. They measured along the borders, and they multiplied and got the number of square feet in the parks, and all that sort of thing. What would be the basis on which you would ascertain the value of the property held by the Government?

Dr. CHAPPELL. I see the possibility of getting into some incongruous condition.

Senator GALLINGER. Yes.

Dr. CHAPPELL. But my plan is this, and it seems very feasible, so far as the real estate is concerned. We know how much land is owned privately by the people of the District of Columbia. That is determined, and it is on record. The remainder of that is owned

by the United States Government. The title is in the United States Government.

Senator GALLINGER. Undoubtedly.

Dr. CHAPPELL. Of course that would include streets. So far as I am personally concerned, I am willing that the streets be left out and not considered, because they are used by the people.

Senator GALLINGER. Yes.

Dr. CHAPPELL. But as the streets are owned by the United States Government, and could not be used by the municipality in case it was a definite entity itself, in case it wanted to raise money upon the District of Columbia—borrow money as other municipalities do—it seems to me it would not be inequitable to apportion the streets to the United States Government. However, that need not necessarily be contended for, nor would I contend for it. The remainder, as I judge, of the property, speaking in a general and broad way, after deducting what the people own, belongs to the United States. Now, we know the value of that property; so that I would simply by the rule of three determine what is the value of the land owned by the United States and by the District of Columbia.

Senator SMITH of Maryland. By virtue of the fact that this is the Capital of the United States, are there not many expenses incurred here that are not incurred in other cities as necessary to make it a municipality, that people in other cities would not have to pay? Are not the streets wider, and are there not taxes brought about on that account, and inasmuch as this whole matter is controlled by the Government, and the amount of money spent by the United States Government is fixed, is it fair that this city should be treated in just the way that other cities are treated? For instance, in this city you can not encourage manufacturing or industrial interests that would increase the taxable basis, because the Government does not want such interests established here. At the same time, there is the cost of the various improvements that have been made because the Government wants it as a capital city, not as a city to do business in, but for different purposes, possibly. Now, is it fair that they should be regarded just in the way, and that their property should be taxed in proportion only to that owned by the people in the District of Columbia?

Dr. CHAPPELL. It seems to me that that would be a fair way.

Senator SMITH of Maryland. Yes? Very well.

Dr. CHAPPELL. Suppose a private individual were to come in and purchase a portion of the property, or all of it, in the District. John D. Rockefeller has the money to do it. He could purchase the whole thing. Would we exempt him from taxation if he purchased it and owned it?

Senator SMITH of Maryland. We understand your view about it.

Dr. CHAPPELL. That is my view in regard to the determination of the relative proportions, and it would do for all time. In 50 years from now the United States Government most likely—it is not improbable—will own one-half of the remaining property that is now owned by the people. What are you doing to do then? You have got to change your relation here, or adopt some such plan as Mr. Lancaster has suggested, or let it depend upon the generosity of Congress; but I believe in having a fixed and definite basis so as to know

from year to year just what we are going to do and what we are going to have. I will not say anything more upon this.

We have some vicious legislation here, but this committee, I believe, is not going to consider anything of the kind to-day.

So far as our recommendations for improvements in our suburbs are concerned, I believe that all of those street improvements there are essential, and I should like to see them executed. I understand that the House has cut out all but two or three.

IMPROVEMENT OF LITTLE FALLS ROAD.

I do not know how many you are going to cut out, but I am going to ask you to include one and not cut that one out, because I think it is eminently necessary, and if some day when you have an opportunity to journey to the suburbs you will go from Tennallytown to the Conduit Road and if you do not agree with me then you can cut it out. The item is for Little Falls Road. It is on page 12 in our appropriations. It is nothing but a dirt road now, and it is the best road that we have from our section west to the western part of the District, to the Conduit Road. There is another road called the Chain Bridge Road, which is an abomination, and we ought to have one respectable road joining the contiguous parts of our territory. I have contended for this for years, have gone before the engineer commissioner and the engineer of highways, and requested this from year to year, but it seems to be continuously left out. They will go along there and rake the mud off of the sides and pile it in the middle of the road, and there it stays.

Senator GALLINGER. What is the length of that road?

Dr. CHAPPELL. The length of that bad road is about a mile. It needs widening and macadamizing. The girls' reform school is out there. Ex-Senator Scott is building a new home right at the eastern end of that bad portion of that road. There are other things I would like to speak of, but I will not trespass upon your time. I am a physician to the reform school—at least, I attend there occasionally—and I have to go over there in the wintertime, and my machine gets stuck in the road, and I have a terrible time. Of course in the summertime that road is more or less crowded.

Senator SMITH of Maryland. Did the commissioners estimate for that item?

Mr. LANCASTER. No, sir; they only estimated for two or three of these items that we submitted to them.

Dr. CHAPPELL. The engineer commissioner stated to me that it would cost about that amount. It may cost more or less.

Senator GALLINGER. How much is that?

Dr. CHAPPELL. \$9,000. I thank you, gentlemen, for the courtesy of this hearing.

STATEMENT OF MR. CHARLES W. RUSSELL.

Mr. RUSSELL. I have a letter here from Mr. Louis P. Shoemaker, saying:

I expect the Appropriation Committee having charge of the District bill will accord us a hearing, and I have written to Senator Smith asking him to designate a time. I may be away from the city and not able to appear. I wish you would confer with Mr. Ray, who is vice president of our association and chairman of our executive committee, and arrange to attend this hearing.

Senator GALLINGER. Mr. Shoemaker is president of the Brightwood Citizens' Association?

Mr. RUSSELL. Yes; he is president of the association, and I am a member of the executive committee and chairman of the legislative committee.

The first thing Mr. Shoemaker speaks of here is this half-and-half matter, and I wish to correct the statement of Mr. Lancaster that our association is opposed to the half-and-half principle. We are decidedly the other way, and have passed resolutions thanking the citizens' committee, and so on. I may add that I think Mr. Macfarland made to-day an unanswerable argument in favor of some systematic plan of proceeding.

POLICE STATION AT BRIGHTWOOD.

This letter requests first an appropriation of \$5,000 for a police station at Brightwood. I shall not dwell upon that point, but merely submit it.

Senator GALLINGER. Have you not a police station at Brightwood? Mr. RUSSELL. There has never been a police station built at Brightwood. We have asked for this many times, and it has not yet been provided.

Senator SMITH of Maryland. Have you been before the commissioners in regard to the matter?

Mr. RUSSELL. No, sir; not in regard to that matter.

Senator SMITH of Maryland. It is not estimated in this bill?

Mr. RUSSELL. I do not think it is; no, sir.

IMPROVEMENT OF MONTAGUE STREET.

Then there is another item, a small one, of \$1,500, to macadamize Montague Street for a distance of one block. Mr. Shoemaker says that this street is in very bad condition and is improved very nicely west of Fourteenth Street. A number of new houses have been built on it east of Fourteenth Street, and prices have increased, and there is no reason why the street should not be improved between Fourteenth Street and Colorado Avenue.

Senator CURTIS. Just a block?

Mr. RUSSELL. Just a block; yes, sir.

Senator SMITH of Maryland. Did you go before the District Commissioners in regard to that? Have you made an estimate of that?

Mr. RUSSELL. They have never considered that, I think, at all.

Senator SMITH of Maryland. Did you ever present it to them?

Mr. RUSSELL. It has never been presented at all except in this letter, I think. The street is newly built up.

GRADING OF SIXTEENTH STREET.

Then Mr. Shoemaker's letter goes on to say that we advocate a sum of \$26,900 for grading and regulating Sixteenth Street from the present terminus or point to which it has been regulated and graded north to Rock Creek Ford Road.

We would call the committee's attention to the admirable improvement of Sixteenth Street as far north as it has been graded and

regulated, and to the fact that it is a great national thoroughfare bordering Rock Creek Park for a long distance, and that the property owners out there dedicated all the land necessary for Sixteenth Street through to the District line many years ago. I understand that is probably a mistake for the Military Road. There is need of grading, especially from about Montague Street or Longfellow Street, to name a street that is more familiar—to Military Road, and there has been an estimate made of \$26,900 for that work. We have been asking for that for years.

Senator SMITH of Maryland. By whom was that estimate made?

Mr. RUSSELL. By the District engineer, I think, some time ago; some years ago.

Senator GALLINGER. We put an item of that kind in the bill two years ago, and it was lost in conference.

Mr. RUSSELL. Yes, sir. It has been asked for repeatedly, and we think it is very necessary. We think that getting rid of that great obstacle of the ungraded land there, and going down to Military Road, would open up the street farther on, and would make a much larger increase of taxable property.

Senator GALLINGER. It is simply an extension of Sixteenth Street?

Mr. RUSSELL. An extension of Sixteenth Street.

Senator SMITH of Maryland. We had that under consideration last year.

Senator CURTIS. We have had it up for several years.

Mr. RUSSELL. For a number of years; yes, sir.

I wish to add that there was a sort of joint agreement 15 or 16 years ago, when I bought some property in Brightwood myself, that the street would be speedily improved all the way out, a sort of gentlemen's agreement between the commissioners and people who dedicated land for the street, and we think that it is high time that the gentlemen's agreement should be carried out.

Senator GALLINGER. There is a development beyond.

Mr. RUSSELL. Yes, sir.

Senator GALLINGER. I should judge more than a mile from the present improved part of Sixteenth Street?

Mr. RUSSELL. Yes.

Senator GALLINGER. Who is developing that?

Mr. RUSSELL. Mr. Robert E. Heater, of Sixteenth Street Heights.

Senator GALLINGER. Over at Sixteenth Street Heights? He is opening the streets there, too?

Mr. RUSSELL. Yes.

Senator GALLINGER. And opening an extension of Sixteenth Street at that point?

Mr. RUSSELL. Yes, sir.

Mr. LANCASTER. He is representing a Richmond syndicate.

Senator GALLINGER. Yes.

Mr. RUSSELL. You can not get through Sixteenth Street at Montague Street. I think it is a very necessary improvement, and while it requires a considerable amount of money, perhaps, it must some time be done, and this street is very handsomely built up just below there.

Senator SMITH of Maryland. Do I understand there are improvements beyond, which this street if opened would reach?

Mr. RUSSELL. Yes, sir; and improvements right up to this point. There was a house sold there for \$32,000 recently, on Sixteenth Street. These improvements go out in jumps. They do not follow out from the old improvements, always, they jump out, and Sixteenth Street is improved very handsomely way out near the reservoir and near Montague Street.

IMPROVEMENT OF NINTH STREET.

We ask that \$500 be appropriated to macadamize Ninth Street from Sheridan Street to Tuckerman Street. That is a small amount, and I am not very familiar with it.

IMPROVEMENT OF MADISON STREET.

We would especially invite the attention of the committee to our request for \$2,000 to improve Madison Street from Colorado Avenue to Fourteenth Street, one block. A bill has been introduced to appropriate \$1,000. We should be fairly well satisfied to have \$1,000 appropriated. Madison Street is very handsomely improved, both east and west of this block, and this block is just a mudhole, between them. This is a matter that has been repeatedly called to the attention of the commissioners, and urged. The land was taken and assessments of benefits amounting to several thousand dollars were levied against the property, and yet that block has never been opened for travel. People get stuck in the mud out there, and it is in a dangerous condition.

ASSESSMENTS OF BENEFITS, STREET IMPROVEMENTS.

Senator GALLINGER. Have those assessments of benefits been paid?

Mr. RUSSELL. I presume so, sir. I do not know.

Senator GALLINGER. That is one of the things that I have thought was an injustice in this District. They open a street, on paper, they assess benefits against abutting property holders, and make them pay those benefits, and the street may not be improved for 10 years thereafter.

Mr. RUSSELL. That is right, sir.

Senator SMITH of Maryland. The assessments of benefits have been made with the understanding that the streets should be put there, and they are not put there?

Mr. RUSSELL. Yes, sir; and the assessments are made on the basis that the streets are improved and ready for use.

Senator SMITH of Maryland. On the basis that the streets are there?

Mr. RUSSELL. That the streets are there and ready to be occupied, and for use, when they are not.

In that connection, this may not be a matter appropriate for the committee, I do not know that it is, but I would like to call attention to a letter written by Mr. Shoemaker to Mr. George H. Tinkham, a Member of Congress from Boston, in which an amendment is proposed to the existing law. It seems that some few years ago Congress authorized the District Commissioners to initiate condemnation

proceedings without any special legislation, but they did not provide any appropriation, and they did provide that benefits must be assessed enough to cover the damage. The courts have held that that is an impossible and unjust thing, that is, that the jury is bound to find only the benefits that it does find in fact; so that this plan of authorizing the commissioners to make condemnations, where necessary—and many of them are necessary—is nullified, practically, because the commissioners have to hunt around and find out by guessing and calculating and estimating that the benefits are going to equal the damage, or they will not institute any proceedings. They have in fact instituted no proceedings. This letter contains an amendment to the law; the present law is largely quoted here, and it provides that the assessments for benefits shall be equal to the damages, and we have inserted that the assessments shall, so far as the jury may find benefits to exist, only.

Senator CURTIS. That is your amendment?

Mr. RUSSELL. Yes, sir; it is underscored in red ink here.

Senator SMITH of Maryland. Not contemplated improvements, but as they now exist?

Mr. RUSSELL. Well, as they really exist. There is another section covering the point that you have in mind. It is as follows:

SEC. 2. That in the absence of any appropriation for the opening and improving of the streets the jury shall consider as benefits only benefits arising from the taking of the land and making it legally a highway.

As a matter of fact, they assess as though the streets were actually ready for use, when they are not and may never be.

Senator GALLINGER. That contemplates a change in the law, and that is not before us.

Mr. RUSSELL. I suppose that would be before another committee; but as long as you mentioned it I spoke of that.

Mr. LANCASTER. Senator Gallinger has introduced a similar bill in the Senate.

Mr. RUSSELL. Yes, I know; but that does not provide any appropriation to pay for the damages, and it does not quite come up to this plan of ours here we think.

IMPROVEMENT OF LONGFELLOW STREET.

There are one or two other items. I mentioned Madison Street. We ask that \$5,000 be appropriated to macadamize Longfellow Street from Georgia Avenue to Colorado Avenue. This is an important thoroughfare, and buildings are being constructed in that vicinity. Longfellow Street just north of the reservoir and near Sixteenth Street is very handsomely improved.

Senator GALLINGER. It is practically built up now?

Mr. RUSSELL. It is practically built up.

Senator GALLINGER. That is a very reasonable request. Did not the commissioners insert that?

Mr. RUSSELL. I do not think this was presented to the commissioners.

Senator GALLINGER. That is the difficulty. We are bound down here, not absolutely, but as a rule, by the estimates submitted by the commissioners, and unfortunately you did not have much success, if you attempted it, with them.

Mr. RUSSELL. We did not have much success with what we did ask. This has been rendered absolutely necessary because of some construction since our estimates went to the commissioners. There have been two very nice buildings which have gone up between Georgia Avenue and Colorado Avenue.

IMPROVEMENT OF QUAKENBOSS STREET.

We desire \$1,000 to improve Quakenboss Street from Georgia Avenue east to Ninth Street and Ninth Street from Rittenhouse Street to Quakenboss Street. That is a small item, and I am not very familiar with that, so that I shall not undertake to discuss it.

We ask the sum of \$15,000 to improve Thirteenth Street from Spring Road to Longfellow Street. The land for this street is now in process of condemnation. In fact, I think the jury have assessed the benefits and damages, and we want \$15,000 to improve it. That will be rather inadequate, but we had better have that than nothing.

I think that is all. I thank the committee.

(At 1.40 o'clock p. m. the subcommittee took a recess until 2.15 o'clock p. m.)

(The following was submitted by Mr. Russell:)

BRIGHTWOOD CITIZENS' ASSOCIATION.

RECOMMENDATIONS FOR APPROPRIATIONS FOR PUBLIC IMPROVEMENTS IN THE BRIGHTWOOD SECTION SUBMITTED TO THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA, TO BE INCLUDED IN THEIR ANNUAL ESTIMATES TO CONGRESS FOR EXPENSES OF THE DISTRICT FOR FISCAL YEAR 1916.

COMMISSIONERS OF THE DISTRICT OF COLUMBIA.

GENTLEMEN: The Brightwood Citizens' Association, being one of several such organizations existing in the District of Columbia, is not unmindful of local needs and necessities. We desire, therefore, to secure the establishment of such improvements as are necessary within the territory over which it exercises influence, as evidenced by the following suggestions for local improvements, which we respectfully offer for your serious consideration.

Our organization is interested in the general welfare of the District of Columbia, and we hope to be able to assist the commissioners generally in the performance of their public duties.

It is only too evident that the annual recommendations to Congress and, still more so, that the annual appropriations, which represent a great reduction of the commissioners' estimates, are wholly inadequate for the necessities of this rapidly growing community.

The people of the District of Columbia not only stand in need of, but are suffering for the exercise of, many governmental functions which other communities enjoy, and they can not be provided by individual effort.

The proper proportionate increase in general taxation is not by any means fully secured in behalf of the Government, nor is it augmented by such changed conditions because of the improvement of real-estate holdings which ought to occur. The investment of capital is not adequately encouraged for the improvement of real estate, either for development purposes or for the establishment of homes, because of the absence of public improvements.

The outlying territory, which we desire to call the "New and Greater Washington," can not be privately improved as it should be until public improvements, such as streets, together with water, sewer, and light, are provided by the Government.

The members of this organization are convinced that of necessity the improvements herein suggested are public in character, and that there absence affects and retards, generally speaking, the interests of the community rather than of any particular individual.

Increased taxation and construction of buildings, wherever public improvements have been made, show conclusively a necessity which exists for a continuation of such public improvements. Wherever necessary public improvements have been made

private development has invariably followed; consequently the landowners and taxpayers have been benefited, the District revenues have been augmented, and Washington has become more beautiful. This is illustrated by a comparison of much territory which has not been provided with streets, water, sewer, and light with that which has been so provided.

We ask specifically for certain improvements, and hope to have them included in your estimates to Congress. We believe that a firm and united effort should be made on the part of our people to sustain your recommendations in their entirety, rather than a special, separate, or distinct effort to secure any particular appropriation. We believe that all public and private improvements, generally speaking, although they may appear to be local, radiate in their effect and benefit the entire District.

Our particular requests are as follows:

SEWERS.

First. Recently a sewer was constructed up the Military Road as far as Thirteenth Street. We ask that this sewer be extended north along Thirteenth Street, or the old Piney Branch Road, to the high ground at Fort Stevens, so that a number of houses now occupied can be accommodated. Much of this territory is lower than the altitude of Georgia Avenue, and consequently can not be drained through the Georgia Avenue sewer, and people who live in that vicinity can not observe sanitary laws and regulations.

Second. We ask that a sewer be laid on Quackenbos Street, commencing at the intersection of Georgia Avenue and Quackenbos Street NW. and extending eastward to the most practical outlet. At present there is a marsh, very injurious to health, and after every rain water remains for a long time on the low ground, generating mosquitos and creating a nuisance. Houses have been built in this vicinity, and people are residing there under disadvantageous conditions.

STREETS.

First. We direct your attention to Sixteenth Street and to the great advantage accruing to the general public, as hereinbefore stated, by the partial extension of this important thoroughfare, and we ask that it be opened for travel at least as far as the Military Road or the Rock Creek Ford Road, so that the present admirable development along this avenue may continue. We would remind you of the fact that some years ago the Brightwood Citizens' Association was instrumental in securing the donation of almost all the land necessary for Sixteenth Street from Piney Branch north to the District Line, and that Mr. Thomas Blagden and other owners patriotically participated in this public-spirited undertaking by giving up their property free of cost to the Government, not only with the hope, but with an understanding with the Commissioners of the District then in office, that Sixteenth Street would be graded and regulated as far north as the District Line. This they did more than 13 years ago, and the general public is still suffering for some highway other than Georgia Avenue, which has remained to this late day the only thoroughfare opened to the north boundary of the District between North Capitol Street on the east and Rock Creek Park on the west. There is certainly a very strong equity existing in favor of those who gave up thousands of dollars' worth of their valuable property to the Government for this great national thoroughfare and have since been paying increased taxes. We call this a national thoroughfare because of its great width, its direction extending as it does north from the White House through the District into Maryland. For the improvement of this street, at least as far north as the Military Road, we repeat our request for the sum of \$26,900.

Second. We request that Thirteenth Street be opened, graded, and regulated for travel from Spring Road to Longfellow Street, and that the land should be acquired for such purpose where necessary. A portion of this street has been donated and is now open for travel, but it is not a thoroughfare, and consequently does not relieve the dangerous condition of Fourteenth Street and Georgia Avenue, both of which are crowded with teams, automobiles, electric cars, and other vehicles. If Thirteenth Street were open it would not only relieve Fourteenth Street and Georgia Avenue, but it would contribute greatly to the comfort of the traveling public, and also develop territory which would soon be built upon and otherwise improve. For this we ask the sum of \$15,000.

Third. In conjunction with the Piney Branch Citizens' Association, we heartily recommend that the following improvements be made:

We desire that Farragut Street from Thirteenth Street to Georgia Avenue, and Arkansas Avenue from Emerson Street to Farragut Street, be graded and macadamized.

These streets are in Saul's subdivision and adjacent thereto, where thousands of dollars have been expended by individuals to grade, regulate, and macadamize many of the streets now used by the general public.

We ask that Quackenbos Street from Georgia Avenue to the east side of Ninth Street Northwest be graded, and Ninth Street from Rittenhouse to the south side of Quackenbos Street be also graded. Homes that have been established recently in this vicinity justify these public improvements. For this we suggest \$1,000.

Fourth. Brightwood Avenue, now, unfortunately for our people, changed to Georgia Avenue, over our protests, thus abolishing the historic name which it had retained for more than a hundred years, remains, as it has always been, the only thoroughfare leading directly from the boundary of the city to the boundary of the District. It is true that, after a great effort on the part of the members of our association, assisted by others, the partial extension of Fourteenth and Sixteenth Streets was secured, thus relieving the great concentration of travel upon the lower portion of Georgia Avenue. The advantage accruing not only to local taxpayers and the general public, but to the city of Washington, generally speaking, as indicated by the extensive use of these thoroughfares and a large number of homes which have been established upon them as far as they have been opened, and thus affording an opportunity which did not before exist for the development of territory which has been for years taxed at a very high rate, and affording thereby a great increased revenue to the Government, shows conclusively that our oft-repeated request for the further improvement and opening up of Fourteenth and Sixteenth Streets should be heeded.

Fifth. We beg to call your attention to the fact that Brightwood Avenue, now Georgia Avenue, as old as it is, has never been provided with footways or pavements for pedestrians. Hundreds of men, women, and children are now forced to use the middle of the road when going to and from church, school, or traveling for business, at the risk of their lives, because of the danger arising from the electric street cars, automobiles, and from teams constantly going to and fro. In the interest of humanity, and to relieve this great danger, macadamized footways should be provided on each side of Georgia Avenue to the District line.

Sixth. The improvement of Colorado Avenue extends only to the old Piney Branch Road; consequently all the travel out Sixteenth and Fourteenth Streets and along this avenue is concentrated at this point from an avenue of the width of at least 90 feet into a dangerously narrow, old, abandoned county road, being a portion of the Piney Branch Road. Some serious accident will surely happen at this point unless Colorado Avenue is extended to the Military Road, thus relieving this congestion. Consequently we ask that the land necessary for Colorado Avenue for this very short distance, or at least as far as the intersection thereof with Thirteenth Street be opened for travel.

In this connection we recommend that a special act be passed by which the expense incurred shall be equally borne by the District of Columbia and the property owners.

Seventh. We ask that Buchanan Street from Georgia Avenue to Thirteenth Street be regulated and macadamized.

Eighth. We indorse the bill in the Sixty-third Congress, S. 5038, which provides that no condemnation proceedings shall be instituted or assessments levied in pursuance thereof for land necessary for national highways in the District of Columbia unless Congress has made provision for the actual opening and grading of the street at the time of the acquisition of land and assessment of such benefits. It is a hardship upon the people of the District of Columbia to impose upon them without contribution from Congress, the exclusive cost of acquiring land necessary for national highways corresponding with the national street extension plan, and we believe it to be a greater hardship, and one that ought not to be imposed to acquire this land by condemnation proceedings and assess the cost on the property owners with interest years in advance of the opening of such public highways. We favor the passage of this bill in the Sixty-fourth Congress.

Ninth. It is recommended that the proceedings now in court for the purpose of widening Georgia Avenue be expedited.

Tenth. We recommend that Longfellow Street be macadamized from Georgia Avenue to Colorado Avenue, and that an appropriation of \$5,000 be asked for the same.

Eleventh. We ask that Madison Street from Colorado Avenue west to Fourteenth street be macadamized, and that \$2,000 be asked for the same.

Twelfth. We ask \$500 for macadamizing Ninth Street from Sheridan Street to Tuckerman Street.

Thirteenth. We request that sidewalks be laid on the west side of Colorado Avenue from Sixteenth Street to Fourteenth and Kennedy Streets.

Fourteenth. In conjunction with the Woodburn Citizens' Association and Petworth Citizens' Association, we heartily concur in the recommendation of the improvement

of New Hampshire Avenue from Grant Circle to the District line. This avenue is a very important thoroughfare and land has been condemned and heavy assessments have been made upon property owners, which they object to paying until the street has been opened and improved.

LIGHTING.

We ask that Beach Driveway shall be provided with electric lights from Pierce's mill to the military road. We regard this as being very necessary in behalf of those who have to drive on this thoroughfare of the park in the evening.

ROCK CREEK PARK.

Appreciating, as we do, the many natural advantages of Rock Creek Park, we respectfully suggest that many of the roads in the park be widened. At the present time these roads are dangerously narrow, while overhanging bushes and trashy trees obstruct the view of those who frequent them. Surely there is a sufficient number of trees and bushes in the park without allowing them to hang over the roads, obstruct the view, and greatly endanger the lives of our people.

We are gratified to observe that our former request for the improvement of the springs of the park has been granted, and we desire to state that it would be a great advantage to the general public to make all of them of as much practical utility as possible, and that a larger number of stone tablets should be provided near these springs and in other suitable places where the people can congregate and enjoy the advantages afforded by nature. We would further suggest that receptacles for paper and other trash should be provided in these places in order to keep the park as clean as possible.

We renew our request that some provision should be made for an assembly of the Marine Band at some suitable place in the park, either at the old Joshua Pierce residence, Pierce's Mill, or Crystal Springs, which are located near the Reservoir at Brightwood. We believe that thousands of our people would go out to enjoy the park and listen to the charm of the music under the great trees and in the open air. This is also an advantage provided by the Government for people of other communities in the parks of the various cities of the country.

We recommend that the present management of Rock Creek Park be transferred from the present commission as now organized to the Engineer in charge of Public Buildings and Grounds, so that it can be controlled by him as are other parks and reservations of the District of Columbia.

EXTENSION OF CAR LINE.

We strongly favor the extension of the Fourteenth Street car line to the military road, and thence into Rock Creek Park, for the benefit of the public, in order that they may secure an entrance to the park, which was intended for recreation and amusement. We think it is very important that a street-car line should penetrate Rock Creek Park well into its interior from some point on Fourteenth Street, so that the public can reach and enjoy the many objects of natural beauty and derive that benefit from the park which was intended at the time of its acquisition, more than 20 years ago. Quoting from the act, we find that it was declared by Congress that it should be a pleasure ground for the benefit of the people of the United States. We pray, now, at this late day, that suitable facilities shall be provided to enable the general public, particularly people of moderate means, to get out there, breathe the pure air of heaven, and view the natural beauty of this vast tract of land. Thus far only those who are well provided with bobtailed horses and automobiles can afford to enjoy the park, except by walking a long distance on foot.

The parks of other cities are thrown open to the public. They are provided with railways adequate and sufficient to reach them, and the general public of all the cities throughout the country enjoy the public parks, and great benefit has been derived.

STATION HOUSE.

We have repeatedly asked for a suitable station house for Brightwood. Station houses have been provided for Tenleytown and for other sections of the District, but Brightwood continues to be neglected. If one should happen to be arrested at Brightwood, the prisoner would have to remain exposed in the roadway until communication can be reached with the station house on Park Road, almost 2 miles away.

BOTANICAL GARDENS.

We urge the commissioners in their report to Congress to recommend that the Botanical Gardens be removed from their present location to Rock Creek Park, where they properly belong, in the interests of the people of the District as well as of the people of the United States.

We ask that a recommendation made some years ago and repeated to Congress by the commissioners be again made to Congress, namely, for a law clothing the commissioners with authority to designate, from time to time, what streets or parts of streets shall be for residences and what for business houses. We need not call attention to the deplorable effects of injecting business places into the handsomest residence neighborhoods. And we are persuaded that, on the whole, both business men and home owners will be benefited by concentrating shops in certain sections. We are gratified to learn that the present commissioners are in favor of the principle involved.

We ask that, in any plan for taxing the landowners of this District, the condition of affairs which has grown up naturally and legitimately under the existing system be kept in mind, namely, that the tax on the value of the land is assessed against the title holder, although he often owns but a small equity. A sudden change in the rate of taxation, based merely upon the land, where so many salaried people are carrying homes or investments to the limit of their capacity to pay interest on purchase-money notes, might result in severe hardship.

We ask that, in the matter of street-improvement expenses, all streets whose openings up is authorized by the public authorities be paid for, improved, and maintained with public money, as being for the public benefit and use. If private landowners desire to open streets which the public authorities do not consider needed by the public a different principle can be applied and private funds left to pay for private benefits as self-interest may dictate.

We insist that, as a rule, a street is used by persons who live in all parts of the city and out of the city, and that the exceptional cases ought not to control in which private landowners are the beneficiaries.

We ask that the half-and-half principle of public expenditures in the District be continued and deprecate a continual threat of changing a system which has produced good practical results, as nobody seems to deny.

We respectfully ask that the commissioners carry out their published intention to put a sidewalk along Sixteenth Street to reach as far out as Kennedy Street as soon as the new fiscal year should begin, as it now has begun. While we do not wish to hurry the building up of that street in such a way as to produce unsatisfactory results, on the other hand, we think that a wrong impression concerning what is, perhaps, the handsomest and widest avenue in the city is created by leaving it uninhabitable for want of sidewalks, saying nothing of the constant danger to those who venture to walk upon it. Moreover, it is, or naturally would be, the chief road to the National Park, and such a sidewalk would be of the greatest convenience to the citizens of the United States who desire to make use of that park. * * *

In conclusion, I beg to invite your attention to these recommendations for the following reasons:

1. Because of the growth and development of Washington in the direction of Brightwood and the enormous increase of taxation.

2. Because of the very large amount of money which has been expended by individuals in making public improvements through various subdivisions, such as macadamizing streets, laying sidewalks, water mains, and lateral sewers, which are to a very great extent for the benefit of the general public, yet paid for exclusively by the individual owner.

3. Because of the value and quantity of land contained in streets and avenues known as public highways in accordance with a national street-extension plan, laid down by Congress, and to which property owners are compelled to conform, not for their own benefit alone, nor their own interest, but because Washington is the Capital City of the Nation, and everything is supposed, and indeed required by Congress, to be upon a large and national scale of importance. The contention may be made that those who subdivide land should provide streets. It may be well contended that these people should not be required to provide great national streets wholly at private expense without participation as to the cost thereof from the Federal Treasury.

As so much has been done by private enterprise toward the establishment of a new and greater Washington, we feel justified in asking your liberal consideration of the propositions herein suggested, which do not by any means gratify the needs quite apparent at the present time in behalf of our section of the District of Columbia.

Respectfully,

LOUIS P. SHOEMAKER,
President.

Executive committee: Charles W. Ray, chairman, George Francis Williams, John A. Saul, William Ramsay, James Holmes, William W. Mathewson, Wilton J. Lambert, Jacob Xander, Dr. Lewis J. Battle, Judge Charles W. Russell, Thomas Blagden, Jesse Ergood, John C. Proctor, Emile Berliner, Daniel O'C. Callaghan, C. C. Lancaster, A. W. Foster, Albert S. Gateley, Lieut. Geo. B. Maher.

AFTERNOON SESSION.

The subcommittee reconvened, pursuant to the taking of the recess.

STATEMENT OF MR. WILLIAM McK. CLAYTON.

Senator SMITH of Maryland. What are you representing, Mr. Clayton?

Mr. CLAYTON. I represent the Federation of Citizens' Associations. That is the central body, the delegate body, to which the citizens' associations send delegates, and they speak then through the central body.

INCREASE OF PAY FOR STREET CLEANERS.

There are two matters coming from the federation that I wish to speak in regard to. The first is the simpler proposition, and I imagine it is almost like water running down hill, now, in view of the action of the House in incorporating the item in the bill. It comes to you as an increase of \$20,000 for the pay of the "white wings" of the city of Washington, the street cleaners of the city of Washington. We expect, of course, to ask this committee to adopt that item in their bill. I presume that as a matter of course will be done. That comes from the Federation of Citizens' Associations.

ASSESSMENT FOR STREET PAVING.

The second, probably a more important matter, is a matter in regard to which we feel very acutely, and that is the Borland amendment. Last year, as you know, the House bill, and afterwards it was adopted by the Senate, carried an amendment taxing the paving of streets in the District of Columbia against the abutting property.

Senator GALLINGER. One-half?

Mr. CLAYTON. One-half, yes; and it excluded, not by direct reference, but by inference, unfixed pavement—that is, macadam and other temporary pavements. That is as far as that amendment went. We took the matter before the commissioners, and we got a ruling from their law officer that that did not apply to the macadam pavements. They were called unfixed pavements. That let us by that year. Now they have carried that further, and have included unfixed pavements this time in that amendment. Now, without considering whether 30 or 40 years ago that would have been a good thing, to tax all street paving against the abutting property, and all repairs for street paving, we are confronted with the condition that for 40 years we have been having those things paid for out of a common fund for all paving in the District.

We are confronted with this situation, that for 20 years we have been paying from our taxes to pave streets. We have been living on unpaved and muddy streets, begging Congress to help us, and Congress has done what it could, but nothing like what we would have

liked to have done. Now we come into the situation, having paid for 20 years to pave city streets. I can show you streets that in the last 20 years have been repaved two or three times at the expense of the general public. Now we are called upon to face this contingency, that we must pay for paving the streets in front of our property in the suburbs of the District of Columbia. We believe that to be an unfair system. It is an unusual thing to face, because we can see no reason why the old system should not continue in force. It acted well. Then we have to face the further fact that even in the suburban districts we have to pay for water and sewer, an overprice, we claim. We have to pay for all these other things, and one-half of the street paving, and we are up against a large assessment, and now to assess us for street paving with no necessity existing in these locations is very hard. We covered money into the Treasury last year, and why now make us, after 20 years, pay for this paving. We feel very keenly on that, and we come here to-day representing the 25 associations in this District, with the unanimous request that you do not accede to the demand of the House on this particular item, on the Borland amendment, but let us go back to the old system.

We ask you further, if you can not meet us on that, then at least do not crowd upon the suburban sections. Let us by, and confine it to the purposes that they had in the last bill, for fixed pavements—that is, asphalt pavements—and do not have it apply to macadam pavements, and do not have a class of unfixed pavements in this. Under the present system we have something to say about whether water and sewer shall be led to our property, and whether we shall be taxed for that; and the same way about improving sidewalks. Under this amendment there is no question of whether we want them or need them or not. In that section a gentleman has built a house at the extreme end of a street, two squares of which have been paved. That is the only house built there in 10 years, and probably another 10 years will go by before another is built. He had peculiar ideas. He wanted to get off by himself. Two squares of that street is paved. The assessment against him will be a very small thing, but how about the other two squares? That is left to the ipse dixit of the commissioners. The old arrangement worked well; and we had a surplus here along that line; and let it go back, and be fair to these suburban owners; and if you can not do that, then let it stand on what the House gave us last year, and let it apply only to the fixed pavements—that is, asphalt pavements—and let these suburban districts develop along the lines on which they should develop, with their unfixed pavements first, and afterwards have the fixed pavements. You understand the unfixed pavement is only temporary. Then along several years afterwards there comes the fixed type, and you have to pay for it again. It is left to the commissioners to say, "You have got to have it." I leave that with you with the very prayerful suggestion that you attend to it in that way. This is something that will run into hundreds of thousands of dollars.

POLICE STATION, BRIGHTWOOD.

A police station was referred to at Brightwood. Senator Gallinger asked whether or not we did have a police station there. We did have one 20 years ago, a substation, and it vanished from the face

of the earth, and since that time we have had only a patrol wagon to take into the city any people creating a disturbance there. We need that very much. I think we have almost ground enough next to the fire station at Brightwood to give you a site. It will not take a large amount of money.

The suggestion was made by one of the previous speakers that the increase in the salaries of the Commissioners of the District was unjustified. I do not know what you think of it, but I only want to answer the gentleman to this extent, that public sentiment in the District of Columbia does justify that increased amount, taking it outside of any personal equation, as to who fills the positions now, because when those positions were created 30 years ago the salary was fixed upon the assumption that as Senators and Representatives at that time were receiving \$5,000 a year, the salaries of the commissioners should be \$5,000, equal to them. Since that time lots of things have happened. The city has doubled in its size, and the duties of the commissioners have increased. It is not because we care anything about the occupants of the offices, but for the dignity of the office we want the commissioners to have the same salaries as Representatives and Senators in Congress.

IMPROVEMENT OF ILLINOIS AVENUE.

I am going to ask the advice of the chairman and members of the committee in regard to an improvement I wish to ask, of Illinois Avenue. That matter was not estimated for by the commissioners in these estimates, and as it is a rather large item, I do not know whether you care to consider it at all. I understand the rule.

Senator SMITH of Maryland. Items that are not estimated for we can not consider. It seems to me that you gentlemen who want these improvements should put yourselves to the trouble to go and lay your case before the commissioners, and let them consider it. It is there it should be considered in the first place, and in this matter you have not been before the commissioners at all, as I understand it.

Mr. CLAYTON. Not on this item, at all.

Senator SMITH of Maryland. If we were to undertake to put in every item that was asked for after the bill had been sent to us from the other side, there would be no end to it. We do not have the time to consider the matters, and some of us do not know the necessity of them. Those things are, I suppose, to be looked after by the commissioners first.

Mr. CLAYTON. I quite appreciate the answer. It is in the interest of the economy of time.

Senator SMITH of Maryland. How much is it you want there?

Mr. CLAYTON. About \$22,000.

Senator SMITH of Maryland. Undoubtedly; I do not think you would stand any show at all.

Mr. CLAYTON. I am satisfied to take the answer.

Senator SMITH of Maryland. I do not mean to say that it is not worthy.

Mr. CLAYTON. I quite understand that.

Senator GALLINGER. I try to keep acquainted with the various streets and avenues of Washington, but can you tell me where Illinois Avenue is?

Mr. CLAYTON. It is out by Soldiers' Home gate, to connect with Georgia Avenue just at Longfellow Street.

Senator GALLINGER. I know where Longfellow Street is.

Mr. CLAYTON. Our desire is to have it improved so that it will be open for travel. That is a growing section and we want to meet First Street at the other side and go down through this section; in other words, to open the northeast up with the northwest suburban section.

Senator GALLINGER. For nearly a year I have been looking for an avenue named for my home town, but I have not found it yet.

Mr. CLAYTON. I think I know that avenue. It is not a credit to any State. Neither is this avenue a credit to its State.

Senator SMITH of Maryland. I do not want you to understand, Mr. Clayton, that I would say that this is not a worthy project.

Mr. CLAYTON. Oh, no.

Senator SMITH of Maryland. But it would be well for you to place your wants before the commissioners before they are brought here.

Mr. CLAYTON. Undoubtedly.

Senator GALLINGER. What you want to do is to tell the commissioners that you eloquently advocated the increase in their salaries, and that they ought to recommend it.

Mr. CLAYTON. I only made that suggestion along that line because the other gentleman had made the suggestion that there was no real public sentiment or demand for those increases.

CALVERT STREET AND KLINGLE FORD BRIDGES.

STATEMENT OF MR. ARTHUR E. DOWELL.

Mr. DOWELL. Mr. Chairman, I represent the Connecticut Avenue Citizens' Association, and I come here to ask this committee if it will insert in the bill an item which was asked for by the Commissioners and was struck out in that House. That was an item for an appropriation for a survey for a new bridge at Calvert Street. They asked for \$10,000 for plans of that bridge. I do not think it is necessary for me to state to the gentlemen here present that that bridge is, and has been for more than a year, considered dangerous. The traffic over it is limited in speed, and while a large part of the vehicular traffic is taken off of that bridge, just about 15 months ago they prohibited all vehicular traffic because it was unsafe. It is now open for a limited rate of speed. The railroad companies will not extend the proper facilities for cars out beyond that bridge because they say they can not put a slot track across that present bridge, which is probably true. In other words, they do not want to put a slot across a bridge which will have to come down.

The estimate asked for by the commissioners of \$10,000, in the opinion of the committee of the association which has been thoroughly studying this matter for several years, is not only for the plans for that bridge, but also to cover the plans for a much more needed bridge, where there is a much more dangerous structure, the Klingle Ford Bridge at Connecticut Avenue, about half a mile beyond the Calvert Street Bridge, which bridge was pronounced unsafe by the former Engineer Commissioner, Col. Harding, except when used at the limited speed of 8 miles an hour. That regulation is now on

that bridge. That bridge was erected 25 years ago. It had some slight repairs four years ago when it was pronounced unsafe, and it has had none since. Every gentleman who crosses that bridge in a car, every pleasure seeker who goes to Chevy Chase, or who goes beyond Klinge Ford Road, places his life and the lives of his family in danger, because that bridge is dangerous, and the police regulations concerning traffic are not observed.

We ask that this committee will insert in the bill as it is the clause recommended by the commissioners, appropriating \$10,000 for plans for the Calvert Street Bridge, to include also the plans for the Klinge Ford Bridge. We are quite assured by competent engineers that that amount of money is sufficient to provide plans for any structure which the Congress or the commissioners might wish to erect there, within reason, that would be a credit to the city, and we ask that that provision be inserted, and that it also be made to read for plans for both bridges, so that we may have a start.

Senator GALLINGER. That Klinge Ford Bridge is not a very long bridge?

Mr. DOWELL. It is only about half as long as the other bridge.

Senator GALLINGER. It is only about half as long as the Calvert Street Bridge?

Mr. DOWELL. Yes, sir.

Senator CURTIS. How long is that?

Mr. DOWELL. About 225 to 275 feet. It could be narrowed to 200 feet if you chose to fill in the approaches a little more.

Senator CURTIS. Do you want a cement bridge there?

Mr. DOWELL. We would like to have a creditable cement bridge, somewhat on the order of the Sixteenth Street Bridge.

I want to say to you—but this is not the place to present it—that we have plans for a bridge there. We have gone so far ourselves as to get plans and estimates for some of these bridges, and could submit them, if it is necessary or desirable to do so.

Senator SMITH of Maryland. By whom were these plans made?

Mr. DOWELL. Plans for the Calvert Street Bridge were submitted five or six years ago. I can not recall the name of the engineer, but he is a perfectly reliable and competent engineer, a man who was willing to erect the bridge for the amount of the estimate he submitted and he has since told us that the bridge could now be erected for about one-third less than the cost he estimated then, and we think—we were given to understand—that for the sum of \$750,000 or less both bridges could be put up the full width of the streets, and equal in appearance to the Connecticut Avenue Bridge.

Senator SMITH of Maryland. Who made those plans? Was there an appropriation for that at the time?

Mr. DOWELL. They were trying to get an appropriation then.

Senator SMITH of Maryland. Yes, I understand; but who was the engineer? Was he a District engineer?

Mr. DOWELL. No, sir; he was an out-of-town engineer.

Senator SMITH of Maryland. Was an appropriation made for him to prepare those plans?

Mr. DOWELL. No, sir; the work was done through the agency of this committee, of whom I am one of the successors.

Senator SMITH of Maryland. What was appropriated at that time?

Mr. DOWELL. Nothing was appropriated. We were trying to get an appropriation, and we submitted a sketch plan of that bridge at that time, hoping to get an estimate for it.

Senator GALLINGER. The last time an expenditure was made on the Calvert Street Bridge they very unwisely, as it seems to me, narrowed it.

Mr. DOWELL. That was done because they were afraid that the lateral vibration of the bridge would upset the bridge. That bridge, in my opinion, is safe; it will hold anything that is put on it, but it will not stand lateral vibration. On the Klingle Ford Bridge the car company will not allow two cars to pass on that bridge at the same time, they are so careful about it. They do not want it to become generally known, but it is a fact that they are very careful about that.

Senator SMITH of Maryland. The commissioners did not make any estimate for the Klingle Ford Bridge?

Mr. DOWELL. No.

Senator SMITH of Maryland. You want to insert the provision for plans for the Klingle Ford Bridge in this \$10,000 appropriation?

Mr. DOWELL. Yes; we want the appropriation of \$10,000 for the Calvert Street Bridge, and add to it that it shall include plans for the Klingle Ford Bridge.

DEAN TRACT.

STATEMENT OF MR. FRED G. COLDREN.

Mr. COLDREN. Mr. Chairman and gentlemen of the committee, I will speak very briefly, indeed, and I want to speak about the acquisition of the Dean tract for a public park.

Senator SMITH of Maryland. Whom do you represent?

Mr. COLDREN. I represent the Mount Pleasant Citizens' Association. I am the chairman of the park committee of that association.

I want to say, in the first place, that the members of that association do not live in the immediate vicinity of the Dean tract. They live about a mile from that tract, and no member of that association, so far as is known, has property about the Dean tract, or has any pecuniary interest in the matter whatever. We pass the Dean tract necessarily on the street cars when we go to and from our homes.

The tract includes 9 acres of land. It is owned by an estate, the heirs of Mr. Dean, deceased, and the lowest prices it has been offered for heretofore, as we understand, are at one time \$1,250,000, when the Carnegie Foundation was seeking to acquire it for its purposes some years ago, and later \$900,000, for which price it was offered to the George Washington University when they were seeking to raise funds to acquire that tract. It has never been offered for less money, so far as we have been able to learn. They have carried it, of course, a great many years without its producing anything. The heirs are now in the position where they do not feel like paying increased taxation and continuing to hold it further. They are very anxious that it be used as a park. For reasons of family pride, they would very much rather see it used as a park than for any other purpose. They now offer it for \$625,000, and that is \$600 more than the assessment valuation of the property. The present assessment

is \$624,400, and this is only \$600 more than the actual assessment, which indicates that it is a very moderate estimate for the property. I think anyone interested could ascertain from any number of competent real estate men in this district, men who are the best judges, that it is a very low price for the property. It is the last open space of any size on that car line, which is now a leading car line of the city, between Dupont Circle and the end of that car line, which ends at Park Road near Piney Branch. There is a distance of two miles where there is no public park, to either side of that car line. We believe that there never could be reasonable criticism for the purchase at this time, while it can be purchased, of that tract for a public park. There has been talk at times of acquiring that property for the purposes of an up-town White House, a residence for the President, where he would have an opportunity to get away from the business White House. It could be adapted for that purpose if acquired now; but the probability is that those fine old oaks on that property, one of which is, with one or two exceptions, the finest oak left in the District of Columbia, will be, a considerable number of them, destroyed, and the property will be graded down, and it will be built over within a short time, unless it is acquired now.

One idea that might not be thought of at first is this: When you consider the number of apartment houses within three blocks of that property--that property is located in an exceedingly densely populated section of the District. There are, as I recall it, at least 19 large size apartment houses located within three blocks of that tract, and some others going up.

Senator GALLINGER. Others are going up there now?

Mr. COLDREN. Yes; a very large one is going up within a few blocks. The commissioners recommended the acquisition of this property in their estimates. The House committee, as I recall it, did not include it in their estimates, but on the House floor an amendment was offered to acquire this property, and was strongly advocated by two or three Members of the House. I would refer the committee, if they have not had an opportunity to see them, to the remarks made by Mr. Mann, of Illinois, who is, as we all know, a great lover of nature. His apostrophe to that oak tree is worth reading.

Acquiring land for a park is a different thing from appropriating money for almost any other purpose. It is a different thing from appropriating money to build almost any building. Almost any building that is constructed will disappear in the course of time. In a few generations it is gone. If you acquire that park, it is there for all future generations.

Senator SMITH of Maryland. What are the park facilities in that neighborhood? I have understood that the park facilities were very good.

Mr. COLDREN. I think that is not true.

Senator SMITH of Maryland. I do not state that as a fact. I have heard so.

Mr. COLDREN. East of this property, on the east side of Sixteenth Street, the Government acquired three or four years ago what is called Meridian Hill Park, across from Mrs. Henderson's house. That is being improved for a public park. That extends two blocks north and south, and a very narrow block east and west. That is a handsome piece of ground, and it was fine thing to acquire it. That, as

you remember, is on this row of hills that surrounds just outside of the old boundary of the city limits. This is the next tract west of that on any prominent street. This Dean tract is located at the corner of Connecticut Avenue, just on the east side of Connecticut Avenue, extending from the boundary upward for about two blocks, and that is a thoroughfare, as we all know—Connecticut Avenue—and on it runs a very heavily traveled car line. If you go over northwest of that point, about three and a half blocks, you strike the edge of Rock Creek Park at Connecticut Avenue Bridge, and there is a present project for acquiring for park purposes the narrow strip of land along from Rock Creek Bridge extending down to Georgetown and connecting with Potomac Park. Thus far it has been acquired only down to Connecticut Avenue Bridge, and a very narrow roadway leads up to Calvert Street Bridge.

Senator DILLINGHAM. That is to connect Potomac Park and Rock Creek Park.

Mr. COLDREN. Yes, that is the idea, to connect Rock Creek Park with Potomac Park; but up to the present time there is nothing more than a very narrow strip of land along Rock Creek which is owned by the Government, dedicated for park purposes. I think it likely they will acquire that; but even if they do, there are enough people, including children and babies, in the present houses within three blocks of this park, to whom this park would be nearer than any other, to use that abundantly every day of the year. You can judge of the extent of the use of the park by passing the little reservation known as Dupont Circle any day that it is reasonably pleasant, and you will see that it is crowded with nurses and children, to say nothing of other people. That is a very small reservation. For 2 miles north of Dupont Circle there is no other public park, or from there up to the end of the car line. I think it would be a very great misfortune if Congress should permit that to be graded down and the trees destroyed and the land built up.

(Mr. Coldren submitted the following resolution:)

MOUNT PLEASANT CITIZENS ASSOCIATION,
Washington, D. C., June 22, 1916.

I hereby certify that at the regular meeting of the Mount Pleasant Citizens Association held Saturday, March 18, 1916, a resolution, of which the following is a true copy, was agreed to:

"Resolved, That the Mount Pleasant Citizens Association very strongly advocates the immediate acquisition of the property known as the Dean tract, located on Florida Avenue NW., from Connecticut Avenue to Nineteenth Street, for the purposes of a public park.

"That the membership of this association resides from 1 to 2 miles from this property, and so far as known no member of this association has any pecuniary interest, directly or indirectly, in said tract of land, and their advocacy of its purchase for a park is based entirely upon its desirability for use by the general public.

"They urge its dedication for a park for the following reasons:

"First. It occupies the most beautiful and commanding location of any unimproved tract of any size now remaining in Washington.

"Second. It contains 9½ acres of land, and is the only open space of any size now remaining between Dupont Circle and the end of the Columbia Road car line, a distance of more than 2 miles.

"Third. It has a large number of the original forest trees, particularly oaks, of which there are few now remaining in Washington.

"Fourth. It is reliably reported that unless acquired for park use now it is likely to be disposed of for building purposes and to be graded down and the trees destroyed and buildings erected upon it, which would add to its cost if acquired hereafter.

Fifth. It is now offered, if acquired for a park, for the sum of \$625,000, that sum being within a few dollars of the basis of the present assessed valuation of the property. It has never been offered before, so far as can be learned, for less than from \$900,000 to \$1,250,000.

"Sixth. That the price at which it is now offered for park purposes is at the rate of \$1.54 per foot, which, in the judgment of this association, is far below its present actual value.

"Seventh. That its acquisition for a park is not for a commercial or material purpose or a temporary purpose. It will provide a wide open space and pure air for a section already crowded in population. It will provide a breathing space for the great and rapidly increasing numbers of families living in apartment houses in this vicinity. It will provide an outing place for babies and children now having little opportunity of this character. It will contribute materially to the health of the community and stimulate a love of nature; and, finally, its dedication will be for all time and for all future generations, not only for the residents of Washington but for the citizens of the entire Nation.

"For these reasons this association believes this tract should be acquired and acquired without further delay for perpetual dedication as a public park.

"JAMES M. PROCTOR, *Secretary.*"

MUNICIPAL HOSPITAL—AGAIN.

Mr. C. P. McCURDY. Mr. Chairman, we have decided to ask Mr. Finch to present our views for our joint committee protesting against the new municipal hospital. Mr. Finch is here now, and we would like to have him present our views.

STATEMENT OF MR. GEORGE A. FINCH.

Senator SMITH of Maryland. Whom do you represent?

Mr. FINCH. I am president of the Piney Branch Citizens' Association. It is not our purpose in appearing here, Mr. Chairman, to protest against a new municipal hospital. We are not opposing a new municipal hospital, but our object is to object to an appropriation under the terms of which the municipal hospital may be placed at the site at Fourteenth and Upshur Streets, and removed from the site at Reservation No. 13. Our objections are based upon the change of conditions which has taken place since the municipal site at Fourteenth and Upshur Streets was acquired. The site was acquired in 1900, 16 years ago, at a time when Washington was practically undeveloped north of the old boundary line. It was all farm land out there, and no streets, no car lines, and the site was located well outside of the city limits, where it would not be an annoyance to surrounding residents. Owing to conditions in Congress which developed opposition to a central municipal hospital plan, no appropriation has ever been made for placing the municipal hospital on that site, and in the meantime Washington has had a remarkable development up in that section.

Senator SMITH of Maryland. Do you live in that section?

Mr. FINCH. Yes, sir; I live on Emerson Street.

Senator SMITH of Maryland. Near by?

Mr. FINCH. Yes; and I am representing the citizens' association which comprises the residents of the territory on three sides of that hospital site.

Senator GALLINGER. To what extent does that go? I was waited on by a committee of ladies, and the spokesman lives on Kennedy Street, at least a mile away, and the plea was made that it would be a very great detriment to the people in that section.

Mr. FINCH. I shall develop that a little later on. Kennedy Street is the northern limit of our jurisdiction, but the hospital is about in the center of it.

We now have in that section surrounding the hospital about 500 homes. They are practically all owned by the individual residents and there are possibly a few men out there of large means, but they are almost all men of moderate circumstances who have invested practically everything they have in their homes, and contrary to what has been stated on several occasions, I do not believe you can find any number of residents out there who purchased with the slightest idea that that tract at Fourteenth and Upshur Streets was to be used as the center of the charitable institutions of the District of Columbia. It may be possible to attach to them some legal presumption—that they ought to have known it—but as a matter of fact, they did not know it. I did not know it, and I have yet to find the man who did know anything about the purposes to which that tract was to be used.

In the meantime, as I say, this community has grown up around this tract, and we would regard it as a calamity if they should bring this institution, with its undesirable inhabitants, and place it right in the center of our homes. The Washington Asylum, which is the municipal hospital, and which will be the hospital located at Fourteenth and Upshur Streets, has been located on its present site for 70 years. It has been there since 1846.

Senator SMITH of Maryland. It is a disgrace that it has ever been there, though, in the condition in which it is now. We do not propose to build any such hospital as that on this site out here.

Mr. FINCH. We have been over there, and it is a disgrace. The disgrace is not solely because of its location.

Senator SMITH of Maryland. I hope you are not judging of what is going to be built out here by what is there.

Mr. FINCH. No, Senator; we are not doing that. It has been stated that it is a disgrace over there simply because of the alleged unhealthy conditions existing at Reservation No. 13. The only unhealthy conditions existing over there are those connected with malaria. That was an argument years ago for getting appropriations from Congress to reclaim the flats, and that has been largely done, and the official statistics of the hospital for last year show that out of 3,000 patients they only had 50 cases of malaria. That is just about one-half of the percentage of malaria all over the city of Washington, as shown by the report of the Board of Charities for the visiting physician to the poor in their homes, and comparison of the number of cases treated with the number of cases of malaria shows that all over Washington there is double the percentage of malaria that there is at the Washington Asylum Hospital; so that the argument in favor of its removal on the ground of malaria does not hold good.

Senator SMITH of Maryland. Then you are in favor of the hospital being placed at the old stand?

Mr. FINCH. Yes, as the best way of remedying conditions.

Senator SMITH of Maryland. What would you do with this property out here?

Mr. FINCH. There are several things you can do with it. They have there now the Tuberculosis Hospital.

Senator SMITH of Maryland. Is this more objectionable than that Tuberculosis Hospital?

Mr. FINCH. Yes.

Senator SMITH of Maryland. In what way?

Mr. FINCH. It is larger and will attract a much more undesirable class of citizens. The Washington Asylum Hospital is made up largely of alcoholics and mental suspects, and people suffering from vice diseases. The patients in it are always over 50 per cent of them colored, and the means of access to the hospital depend largely upon the police department. It is really an annex of the police department, which can not be said of the present institution. The inmates are carried there largely in the patrol wagons, and they are discharged from the institution to be let out and let roam around the neighborhood.

Another argument in favor of its removal has been the fact that they needed a central location. The location at Fourteenth and Upshur is not anywhere near the center of the city.

Senator GALLINGER. That argument has never been made by anyone interested in that hospital.

Mr. FINCH. I read that in the report of the Board of Charities. I am making my statements upon the report of the Board of Charities.

Senator GALLINGER. Every sane man knows it is not.

Mr. FINCH. That statement is made constantly in the reports of the Board of Charities, which I am basing my statement on.

Senator GALLINGER. That may be.

Mr. FINCH. As the Senator says, it is nowhere near the center of the city, and it is entirely out of relation to the population which surrounds it. Nobody who lives anywhere in that neighborhood will ever use it, except the hired help in the houses out there, perhaps.

The Board of Charities also proposes to run a dispensary out there. If it is put there, it will dispense medicines where the people can not get them without traveling clear across the city, from the southern part of the city to the extreme northern part.

Senator SMITH of Maryland. That is not the object of the hospital, though. It is not an emergency hospital, by any means.

Mr. FINCH. We can not see any reason for placing the hospital in a location where there is no need for it, and where it will upset values and deprive people of homes who have gone out there without any thought whatever that they would be expected to live next to such an institution as that, and we have yet to find any valid reason for removing it from its present location. As I said before, the only real reason has been on the ground of malaria, and that is not borne out at all by official statistics.

Furthermore, if the statements of the Board of Charities and the secretary of the board can be taken into consideration, this is only the beginning of a plan for a large municipal plant, involving between 20 and 25 buildings. The ground they have available out there for placing such buildings is limited to 15 or 16 acres. They have 33 acres there, but they plan to use 15 or 16 acres for the actual buildings. The rest of it is rather hilly, and full of trees.

Senator GALLINGER. It is not very hilly.

Senator SMITH of Maryland. Is not that a large acreage, 15 or 16 acres?

Mr. FINCH. The ground plan of the hospital shows that the buildings will be pretty close together and that the object in moving there is to have better recreation grounds. At the present location they have 50 acres. The whole reservation is 70 acres, but 20 acres is used by the jail. The site is capable of unlimited expansion on practically reclaimed ground on the west. There are 150 or 200 acres right on the west of the present site which could be used for enlarging that property if they found the present 50 acres was insufficient for the purpose.

This matter has been carefully considered by our association. We have protested against it for the last three years. We have appeared before the House committee, and we have appeared before the commissioners. The commissioners gave a public hearing a few weeks ago, and the largest number of persons who ever attended such a public hearing here appeared there before the commissioners and objected to this proposition. We turned people away from the doors. There were over 620 right in the room at the time. Our association has protested. Other associations have joined in our protest, whose members live in the surrounding country.

The board of trade has joined with us, the chamber of commerce has joined with us, the citizens' associations of other sections of the city have expressed the view that the site at Fourteenth and Upshur Streets at the present time is unsuitable for a municipal hospital, and a number of other business organizations have expressed the same view, and it is our earnest wish that the Senate subcommittee if it decides to take up this question will not make it possible for the appropriation to be used for removing the Washington Asylum Hospital to the site at Fourteenth and Upshur Streets. As we understand the situation, the item has been eliminated entirely from the bill as passed by the House. As I said in the beginning, we are not in opposition to an appropriation for a new municipal hospital. We are simply here to object, and to object strenuously, and enter our urgent protest against any appropriation under which it will be possible for the commissioners to use the appropriation for removing the Washington Asylum Hospital to the site at Fourteenth and Upshur Streets.

Senator GALLINGER. Are you familiar with the location of hospitals in other cities?

Mr. FINCH. No, sir.

Senator GALLINGER. You have given it no attention at all?

Mr. FINCH. No, sir.

Senator GALLINGER. It might be interesting for you to look into it and see where other hospitals are located.

Mr. FINCH. We would like to offer in evidence the printed protest we have made, and before I close I would like to call attention to one other thing, in reference to improvements in reservation No. 13. They have a number of buildings down there, and I believe they are using the poorest of those buildings for hospital purposes. As I said before, we do not believe that the people in charge of the hospital have made a real effort to make conditions down there as good as they might be. For a number of years they have had three or four substantial brick buildings there that could be used for hospital

purposes, with some slight remodeling, which are being used for storage purposes, and in 1912 the Senate——

Senator SMITH of Maryland. I think the committee went over those buildings, and found they were absolutely inadequate and unusable.

Mr. FINCH. How long ago was that, Senator?

Senator SMITH of Maryland. A year or two ago.

Mr. FINCH. Yes. As I was about to state, I wanted to read a report on their adaptability to the use, made by the commissioners, in which they said they thought they were usable.

Senator SMITH of Maryland. Just leave that.

Mr. FINCH. I would like to incorporate that letter in the record, showing that for an expenditure of \$75,000 or \$80,000 they can have a hospital which will accommodate 350 patients, about 100 more than the maximum that they have had there when they had the most patients.

Senator GALLINGER. Of course you know that in the development of Washington Massachusetts Avenue will be extended to that reservation, and with probably a bridge across the Eastern Branch.

Mr. FINCH. Our feeling about that, Senator, is that it will be a good thing to improve that section of the city with some modern buildings.

Senator GALLINGER. How many people do you suppose you would have at a mass meeting out there, protesting, if the statement was made that instead of putting this hospital where it was originally intended it was to be put on that reservation?

Mr. FINCH. I had not attempted to compute that.

Senator GALLINGER. It is the same old story. Whenever you attempt to do anything in Washington there is the same old protest. If you attempt to pave streets, there is always a protest. But this is a substantial protest. I recognize it. And a great many people join with you in that. That site at Fourteenth and Upshur Streets was purchased for the very purpose for which it is now proposed to use it. I had something to do with it. It was after a very thorough investigation by distinguished physicians from different parts of the country. Thirty-four acres were purchased, and the Tuberculosis Hospital occupies a very small part of it. Supposing one-half was devoted to modern buildings, so far as the control of the patients was concerned do you really think that it is going to damage your property?

Mr. FINCH. I am convinced that it is. I am so convinced, that if the hospital goes there I know many of our people will try to dispose of their property and get away from there. They will not live within a few blocks of an institution of that kind.

So far as the purchase of a site is concerned, if Congress had appropriated the money and put their hospital there within a few years of the time it was bought, there would have been no reason for protest. We would not have been there. People who wanted to live around an institution of that kind would have bought around it and would be living there. But Congress did not do that. The thing has drifted along for 15 years, and in the meantime that proposal for this large plant has been turned down year after year in Congress. When they put the Tuberculosis Hospital there the appropriation act contained the express provision that the hospital was to be placed on that site without reference to any existing or proposed plan for any other

hospital on that site, so that it practically removed any legal presumption in favor of the subsequent building of another hospital on that site.

Senator SMITH of Maryland. What was it presumed that the property, the ground there, was going to be used for?

Mr. FINCH. Possibly for accommodating the tuberculous patients.

Senator SMITH of Maryland. Thirty-four acres?

Mr. FINCH. They ought to have a thousand acres. If the Senators would go and investigate that hospital, they would see that the plant is entirely inadequate for the purpose for which it is now used. That will be apparent when I inform Senators that white and colored, of both sexes, have to eat in the same room in that hospital now.

Senator GALLINGER. Are you sure of that?

Mr. FINCH. I am sure of it. I was told less than a week ago by a patient who had done it. And they have no place for recreation.

Senator SMITH of Maryland. It does not require a thousand acres of land to separate those people.

Mr. FINCH. No, sir.

Senator SMITH of Maryland. It is utterly extravagant when you say that a thousand acres is necessary for the hospital. I know something about tuberculosis hospitals, and they have no use for any such quantity of land as a thousand acres.

Mr. FINCH. They need more than they have. It has been stated that they use that as a dying place rather than a place to which to go to recuperate.

Senator GALLINGER. I think the mortality is not larger there than in other tuberculosis hospitals; not larger than it might be in the mountains.

Senator DILLINGHAM. Is there any amount of business in this locality around that hospital?

Mr. FINCH. There is no business at all in our section. Our particular location has restrictions against business on it.

Senator DILLINGHAM. Do you mean in the titles?

Mr. FINCH. Yes. And a covenant of that kind has been upheld in the courts. We have carried it to the courts, and the validity of our titles have been approved by the courts, so that there is no possibility of business getting into our location.

Senator DILLINGHAM. I think you stated that there was some restriction as to the sale of property to colored people.

Mr. FINCH. Yes; there is a restriction as to the sale of lots to colored people.

Senator DILLINGHAM. Over what area do those restrictions extend?

Mr. FINCH. Those restrictions cover what is known as Saul's addition; that is, to my personal knowledge. I do not know about places above us. I presume they have the same restrictions; but Saul's addition is immediately to the north of the site. You understand the hospital site comes to Allison Street and the hospital begins at Buchanan Street, so that the hospital is right at our front door as we go down town.

Senator GALLINGER. It would be if it was built there.

Mr. FINCH. It will be built there. One of the psychopathic wards will be located on Allison Street, right underneath our windows on Buchanan Street.

I thank you, Mr. Chairman and gentlemen.

(The following statement and appended matter was submitted by Mr. Finch:)

STATEMENT OF GEORGE A. FINCH, PRESIDENT OF THE PINEY BRANCH CITIZENS' ASSOCIATION, IN OPPOSITION TO THE PROPOSED REMOVAL OF THE WASHINGTON ASYLUM HOSPITAL TO FOURTEENTH AND UPSHUR STREETS NW.

Briefly, the situation from our point of view is this: The land at Fourteenth and Upshur Streets was purchased 16 years ago when Washington was practically undeveloped north of Florida Avenue. It was plainly the intention at that time to place the institution outside the residential sections of the city, where, in the words of a committee of the board of trade which made a report on the matter in 1900, it could be located "at a minimum of annoyance to the community." Owing, however, to constant opposition in Congress to the plans for the centralization of all charitable cases in one large public hospital, no appropriation has ever been made for building a municipal hospital on the proposed site, although attempts have been made by the commissioners and the Board of Charities year after year to get such an appropriation. In 1906 when Congress appropriated money for the construction of the Tuberculosis Hospital on the site, the appropriation bill expressly provided that the hospital should "be situated and constructed on said site without reference to existing or proposed plans for any other hospital on said site." The present agitation is a revival of these old plans for erecting on this site a central municipal hospital which, in the words of the Board of Charities in their report for 1914, is "designed to provide ultimately hospital care for all charitable cases not provided for by private charity." It is true the appropriation now requested amounts only to \$150,000, but the estimates contain the provision that "the limit of cost of the construction of said hospital and accessory buildings is hereby fixed at \$500,000; *Provided*, That said hospital shall be constructed with a view to making future additions, as the exigencies may demand."

Since the site was purchased in 1900 there has been a remarkable development in this section of the city. From farm land it has been turned into what is probably the most substantial part of Washington. Solid rows of houses are built right up to and adjoining the site, and beyond it for a great distance are first-class suburban sections containing many fine residences. In the Piney Branch section alone there are over 500 homes, which, with the ground, are valued at \$5,500,000.

To bring such an institution as the Washington Asylum Hospital into this community at this late day would have a disastrous effect upon the property and be eminently unfair to the residents. The details concerning the undesirable and unwholesome character of the patients who are treated at the hospital and who must always be cared for by it, no matter where it is located, are stated from official sources in the inclosed printed pamphlet. Any doubts as to the depressing effect of the institution upon the surrounding community will be immediately dispelled by a personal visit to it. There can be no doubt in the mind of any fair person that the institution will, if removed to the Piney Branch section, act like a cancer on the human body and gradually but surely stagnate the present healthy development and ultimately convert that section into a community of persons who are content to live within the shadow of buildings harboring all the dope fiends, mental suspects, and persons suffering from vice diseases, who are not acceptable to other hospitals.

Such a result would be as unfair to the residents of this section as it is unwise from an economic point of view. The citizens in the territory which will be affected if the hospital is placed on the proposed site are practically all home owners who settled in the community in entire ignorance that this land was bought 16 years ago for municipal hospital purposes. If the hospital is placed here, we shall be obliged to live permanently in close proximity to it or break up our homes and dispose of our holdings at a sacrifice, which many of us can ill afford.

Nor can we see any valid reason for changing to our location this institution which has been established for 70 years on reservation No. 13. The principal reason given by the backers of the project if that reservation No. 13 is unhealthy because of the presence of malaria. That was a valid argument years ago for reclaiming the flats, but since that work has progressed the official statistics disprove that the present Washington Asylum Hospital has more than its share of malaria. Out of 3,103 patients last year there were only 52 cases of malaria, and out of 8,687 patients during the last three years there were only 105 cases of malaria, or an average percentage of 1 and two-tenths. During the same period, out of a total of 10,681 indigent patients treated in their homes, there were 226 cases of malaria, or a percentage of 2 and one-tenth, or nearly double for the whole city what the Washington Asylum Hospital shows, based on percentage of cases of malaria to the total cases treated.

Another argument for removal is based on an alleged central location, but anyone familiar with the city knows that Fourteenth and Upshur Streets is in the extreme northern end of the city and far removed from the population which has most need for a municipal hospital. To place the hospital on the proposed site would require that practically all of the patients be transported the entire length of the city to reach it. It is also proposed to run a dispensary with the new hospital, but to place such a dispensary at Fourteenth and Upshur Streets or Upshur Street and Georgia Avenue would make it practically useless to the people who would most desire to use it. Again, the sick from all sections of Washington would be obliged to travel the entire length of the city and back to get needed treatment. Owing to the suburban character of the developments beyond the site, it is absurd to think that it will ever even approximate the center of population of the city; and, furthermore, owing to the fact that the proposed site is situated in a narrow strip of land between Rock Creek Park and Soldiers' Home, it is inaccessible from both the eastern and western sections of the city, and as far from the southern sections of the city as it could well be placed. The fact that it is so situated on this narrow neck of land, abutting the two car lines which feed the northern sections of the city for miles beyond, makes its location there all the more harmful to property in the northern section, for people can not be expected to settle in communities dependent upon car lines which will be constantly used by the inmates of such an institution and their associates.

The present location on reservation No. 13 contains 50 acres, against 33½ at Fourteenth and Upshur Streets. There is ample room for expansion on the present location by the acquisition of desirable land immediately adjoining, which is assessed at only 5 cents per foot, while at Fourteenth and Upshur Streets there is practically no available ground for expansion. Some idea of the increase in values in the Piney Branch section may be had by considering that the hospital site was purchased in 1900 for \$80,000, but it is now valued at about four times that amount.

Finally, to abandon the location on reservation 13 means the loss of an investment of several hundred thousand dollars in value. There are three modern brick buildings now on the ground used for storage purposes, and the worst of these buildings is better than the best one used for hospital purposes.

These buildings were formerly the warehouse buildings and the laundry building. The two former have been unused, except for storage purposes, for several years, and in 1912 Congress asked the commissioners for an estimate of the cost of remodeling them for hospital purposes. The commissioners replied that they could be made into hospital buildings sufficiently large to accommodate 350 patients (about 100 more than the maximum number of patients at the hospital) for the sum of \$80,000.

COMMISSIONERS OF THE DISTRICT OF COLUMBIA,
Washington, November 9, 1912.

TO THE SENATE OF THE UNITED STATES:

The Commissioners of the District of Columbia have the honor to submit the following, in response to an item contained in the District appropriation act for the fiscal year ending June 30, 1913, and for other purposes, approved June 26, 1912, which reads as follows:

"The Commissioners of the District of Columbia are hereby directed to report to Congress at the beginning of its next session as to the cost and feasibility of adapting one or more of the vacant buildings upon the site of the Washington Asylum and Jail, reservation numbered thirteen, for use for municipal hospital purposes."

An inspection was made of the buildings on reservation No. 13, the site of the Washington Asylum and Jail, by the municipal architect, who was accompanied by the Superintendent of the Capitol Buildings and Grounds, and the Superintendent of the Washington Asylum and Jail, and it was their opinion that the buildings best adapted for municipal hospital purposes are the east and south wings of the former male workhouse. The other buildings on the reservation were not in their opinion suitable and could not be made suitable with reasonable alterations.

The east and south wings of the former male workhouse stand about 40 feet apart and at right angles to each other. These buildings are well constructed and in a good state of preservation.

The Superintendent of the Washington Asylum and Jail reports that at the time of the inspection he had about 175 patients, and that the number of patients varies from about 150 in mild weather to about 226 during the winter months.

To adapt the buildings above named for use for municipal hospital purposes, it would be necessary to put two floors in the south wing, and three floors in the east

wing, which is about 10 feet, or one story, higher than the south wing. The estimated cost of the changes necessary in the south wing is \$34,555.80, and in the east wing \$43,194.50, making a total cost for the changes in the two buildings, exclusive of furniture and movable hospital equipment, of \$77,750.30. About \$3,000 additional will also be needed to move one of the present frame hospital wards, and convert it to use as an administrative building. This would make the total cost of the alterations necessary to adapt the buildings for use for municipal hospital purposes about \$81,000.

If these changes are made accommodations will be furnished for about 150 beds in the south wing, and about 200 beds in the east wing, a total of 350 beds. The alterations would cost at the rate of 11 cents a cubic foot, or \$231 per bed.

This estimate is exclusive of furniture, and movable hospital equipment which would be required, but includes the alteration of two safety boilers in the south wing, which when altered will furnish heat for the two buildings, and the frame administration building which would be moved and relocated in the angle formed by the front walls of the east and south wings of the former male workhouse above referred to.

The commissioners believe that from a structural point of view it would be feasible to adapt the east and south wings of the former male workhouse, located upon the site of the Washington Asylum and Jail, reservation No. 13, for use for municipal hospital purposes at a cost of about \$81,000.

As to the advisability of spending so much money in adapting the buildings in question to a new use, in view of the probable abandonment of the site for such purposes in the not distant future, and further, in view of the fact that the District has acquired and now owns an admirable site for a municipal hospital in a more convenient and healthful location, the commissioners are not asked to express an opinion. They feel that it is only fair to say, however, that with the limitation necessarily imposed, no architect could remodel the old buildings into as suitable a structure as would be one designed and built for hospital purposes.

Very respectfully,

BOARD OF COMMISSIONERS OF THE DISTRICT OF COLUMBIA,
By ———, *President*.

PROTEST AGAINST THE REMOVAL OF THE WASHINGTON ASYLUM HOSPITAL TO THE SITE BETWEEN GEORGIA AVENUE, FOURTEENTH, UPSHUR, AND ALLISON STREETS NW.—SOME FACTS WHICH YOU SHOULD KNOW AND ACT UPON CONCERNING THE ABOVE PROPOSAL NOW PENDING BEFORE CONGRESS.

The undersigned citizens' associations feel it their duty to bring to the attention of the residents within their respective jurisdictions the exact situation with reference to the above proposal and to call to their notice certain facts concerning the hospital and its probable effect upon the surrounding community.

The institution which it is proposed to locate on the above site under the name of the Municipal Hospital is the Washington Asylum Hospital, now located on Reservation 13, at Nineteenth and B Streets SE., where it has stood for 70 years since its establishment there in 1846. Its removal has been made a part of the plan of the Board of Charities to provide better facilities for taking care of the city's public charges and the poor in need of hospital treatment. With this benevolent purpose all high minded and charitable citizens heartily and deeply sympathize, and in bringing the following facts to the notice of the residents who will be seriously affected, the undersigned disclaim any desire or intention to oppose or hamper the laudable efforts of the commissioners and the Board of Charities to remedy the present deplorable conditions existing at the Washington Asylum Hospital. Its removal to the proposed site is, however, not necessary to the carrying out of the plans for improvement. Its location in the northern end of the city, far removed from the sections from which nearly all of the inmates come, would be a decided detriment, in some respects, to its efficiency; and, in addition, its location in one of the best residential sections of the city would be highly prejudicial to the personal and property interests of the residents of the community and, therefore, unnecessarily and grossly unfair to them.

FACTS REGARDING THE HOSPITAL AND ITS INMATES.

A few facts taken from the reports of the Board of Charities and the superintendent of the hospital will throw much light on the probable effect of the hospital upon territory within a considerable surrounding radius.

The general character of the patients who are sent to this institution is thus described by the Board of Charities in their report for 1914:

"As pointed out in previous reports, the population of Washington Asylum is made up of those patients which are not acceptable to other institutions. They consist

largely of patients suffering from chronic and specific diseases, and in considerable part of inebriates and suspected insane persons. They also comprise sick prisoners from the jail and persons held by the police. Many of the chronic patients are incontinent and dirty and require the most untiring effort to keep them in clean and wholesome condition."

COLOR AND SEX OF PATIENTS.

During the last fiscal year the hospital cared for 3,103 patients, who were classified according to sex and color as follows:

| | |
|---------------|--------|
| Colored: | |
| Males | 942 |
| Females | 564 |
| | <hr/> |
| | 1, 506 |
| White: | |
| Males | 1, 175 |
| Females | 422 |
| | <hr/> |
| | 1, 597 |

The daily average number of inmates for the year, computed according to patients' days, was according to the figures in the superintendent's report, as follows:

| | |
|---------------|-------|
| Colored: | |
| Males | 64 |
| Females | 49 |
| | <hr/> |
| | 113 |
| White: | |
| Males | 56 |
| Females | 29 |
| | <hr/> |
| | 85 |

DISEASES TREATED.

The following statistics, also taken from the report of the superintendent for last year, show the nature and number of certain cases treated:

| | |
|--|-----|
| Acute alcoholism | 437 |
| Delirium tremens | 80 |
| Chronic alcoholism | 62 |
| Morphinism | 51 |
| Scabies | 11 |
| Syphilis and other venereal diseases | 165 |
| Pellagra | 9 |
| Mental diseases | 580 |

SOURCES OF ADMISSION.

There are several ways of being admitted to the hospital: (1) on permits issued by the Board of Charities; (2) by being brought in by the police; (3) by transfer from the jail; and (4) by admission through the superintendent who, in his last report, gives the following information concerning the admissions from each of these sources: "Of the 3,103 patients admitted during the year, 1,736 were received on permits issued by the Board of Charities, 583 were brought in by the police department, 294 were transferred from the District jail, and 86 were admitted through the superintendent of the hospital. The emergency cases numbered 244. Nearly all of those brought in by the police department were either mental suspects or victims of alcohol or morphine."

JAIL PATIENTS.

The transfer of prisoners from the jail to the hospital is further explained as follows by the superintendent in his report for 1913:

"Quite a large number of prisoners are committed to the jail by the courts for further hearing, with the request for 'hospital treatment' or for 'mental observation.' A number of these cases would probably not be committed to the jail at all except for the fact that the court knows of the facilities in our psychopathic ward for observing and treating these cases."

THE PSYCHOPATHIC WARD.

Some further information regarding the "psychopathic ward" referred to by the superintendent seems necessary to a layman. In order to avoid error or exaggeration, we will again quote the superintendent in his report for 1913:

"The ward which is the largest and most important unit in the hospital is known as the psychopathic ward, which cares for the mental suspects, alcoholics, and dope fiends. Last year we had 573 mental cases, of which 267 after careful examination and treatment were transferred to the Government Hospital for the Insane. In this ward we also treated 549 alcoholics, and many addicted to the cocaine habit. * * * Many of the mental cases in the acute stages are so noisy, unruly, and profane that they disturb patients even in the buildings far removed."

In his report for 1915, the superintendent states that the psychopathic ward is used for "not only the observation and treatment of hundreds of mental suspects—many of them violent—but also the care and treatment of many acute alcoholic and dope fiends. * * * In this building there are no proper facilities for segregating patients according to color, and the recreation grounds are neither as attractive nor as extensive as they should be."

IMPOSSIBILITY OF SEPARATING OBJECTIONABLE FEATURES.

It has been vaguely intimated by some of the backers of the proposal, who have sought to minimize the depressing effect of the institution upon the proposed new neighborhood, that the hospital will be used only by the worthy poor and that its objectionable features will not accompany it to its new quarters. This assurance is not, however, borne out by the official reports of those who are and will be responsible for the management of the hospital. It certainly is not intended that the psychopathic ward, "the largest and most important unit in the hospital," will be separated from it. But we are not left to speculation on this point. In the report of the committee of physicians to a Joint Select Congressional Committee, dated November 24, 1897, and reprinted in the report of the Board of Charities for 1913, may be found the following definite recommendation:

"It is recommended that wards for temporary detention of insane persons and of cases of alcoholism, who may be arrested on the streets or who may fall into the custody of the police to be detained pending their examination and legal disposition, be erected in connection with the municipal hospital, and that the temporary detention of insane persons in the station houses or jail pending such examination be prohibited."

And the Board of Charities, in their report for the following year, in referring to the present inadequate facilities for providing the patients in the psychopathic ward with needed outdoor exercise, remarks:

"Of course it must be recognized that the physical limitations at this institution are such that no satisfactory arrangements can be made for the care of patients until new buildings are provided at the municipal hospital."

INCREASE OF HOSPITAL POPULATION.

The official reports also show that there is a steady annual increase in the number of patients treated at the hospital, and we are informed by the Board of Charities, in their report for 1914, that the new hospital is "designed to provide ultimately hospital care for all charitable cases not provided for by private charity." According to the tables in the board's report for 1915, the number of free patients admitted to the hospitals under the supervision of the board during the year ended June 30, 1915, was 10,434, excluding those in Washington Asylum Hospital. From these figures it is not difficult to estimate the much larger proportions which this institution is designed ultimately to assume.

EFFECTS OF THE INSTITUTION UPON THE SURROUNDING COMMUNITY.

If, after what has been stated, any argument is needed as to the unwholesome effect of such an institution upon the community in which it is located, reference need only be made to its effect upon the community in which it is at present located.

EFFECT ON PRESENT LOCATION.

A subcommittee of the Washington Board of Trade reported in 1900 that the institutions located on reservation 13 "blocked the way to improvement and growth in that direction of our city" and "that the extent of the present obstruction to the

natural growth of our city in the eastward direction can be shown." A newspaper writer, who in 1914 apparently made an extended visit to the locality, which he referred to as "a Government reservation with an evil and unhappy past, a present that is in most ways dreary and depressing," thus describes the effect of the institutions located thereon, and gives one of the principal reasons for their removal:

"Another and an important reason put forth for the removal of the penal and eleemosynary institutions from, and the reclamation of, this large public tract for healthier public uses is that the presence of these institutions casts a pall over a large section of eastern Washington, hinders the development of the city toward the east." (The Sunday Star, Oct. 18, 1914, part 4, p. 5.)

The figures in the assessor's office are silent, but trustworthy proof of the correctness of the foregoing statements, for they show that in nine squares adjacent to Reservation 13, the average assessed price of land is exactly 5 cents per square foot.

PROBABLE EFFECT ON PROPOSED NEW LOCATION.

Are there any plausible grounds for the belief that this institution will improve the community into which it is proposed to remove it, or for the assertion that it will not injure it? Is there any assurance from its past or from the unalterable character of its future that it will not do for Northwest Washington what it has already done for Southeast Washington?

DANGER TO THE COMMUNITY.

The potential danger to the community of an institution harboring such a large number of mental suspects, human derelicts, and patients afflicted with contagious and loathsome diseases is obvious to anyone who has read the foregoing facts showing the conditions within the hospital.

DEPRESSIVE EFFECT UPON NEIGHBORING RESIDENTS.

The sight of the institution as a permanent reminder of the unfortunates within its walls can not fail to produce a constant feeling of gloom upon all those who must pass by and live near it. In good weather the neighbors on abutting streets on all sides will have the alternative of watching the inmates get their exercise and fresh air in the hospital grounds or of themselves remaining indoors.

USE OF STREETS FOR TRANSPORTING PATIENTS AND CASES.

The streets leading to the institution will be the lanes of traffic over which the thousands of inmates must be carried to and from the hospital, and the ambulances and police patrol wagons will be familiar and daily sights and nightly annoyances upon these thoroughfares.

DISCHARGE OF INMATES AT DOORS OF INSTITUTION.

The inmates will be discharged at the doors of the institution and left to their own resources and inclinations for making their way back to their places of abode.

USE OF STREET CAR LINES BY INMATES AND ASSOCIATES.

The street car lines on Georgia Avenue and Fourteenth Street, upon which all residents of northern Washington, together with their wives, children, and friends, must travel, will be the means of transportation for many of the inmates on the way to and from the hospital and for their friends and associates in visiting them. This undesirable addition to the traffic on these car lines will affect not only the territory immediately adjacent to the hospital, but practically all territory north of U Street which is dependent upon them.

USE OF PROPOSED SITE WILL BLOCK DEVELOPMENT OF LARGE TERRITORY OF WHICH IT IS THE GATEWAY.

The proposed site is located in a narrow strip of land between the Soldiers' Home and Rock Creek Park, in the midst of a large and rapidly improving suburban section of the city. The location of such an institution in the midst of these improvements, and flanking the two car lines which are the only means of reaching this section and a much larger suburban section beyond, will undoubtedly check the present

substantial and handsome developments in these sections and eventually cause present values to deteriorate. Desirable purchasers can not be expected to settle or invest in sections where they can not avoid traveling at least twice a day upon car lines used by so large a number of the character of passengers which the poor-house hospital and the public sanatorium will attract.

REASONS FOR THE PROPOSED REMOVAL CONSIDERED.

The reason for the proposal to remove the Washington Asylum Hospital from its present location, where it has already done all the damage it can possibly do, to one of the best residential and suburban sections of the city, where the damage it can do is inestimable, is not a lack of room for making the desired improvements, for there are 70 acres in the reservation where it is now located, which it is estimated will be increased by about 50 per cent when the reclamation of the Anacostia Flats is finished, as against 33½ acres in the proposed new site.

ALLEGED UNHEALTHY CONDITION OF PRESENT LOCATION.

One reason given is that the present location is unhealthy, and the prevalence of malaria is referred to. But the malarial conditions are being rapidly improved by the reclamation of the Anacostia Flats, and the official statistics of the hospital show that last year there were only 52 cases of malaria out of the total of 3,103 patients. Moreover, the residents of East Washington consider the present location of the hospital admirably adapted as a site for the new Eastern High School and for a great stadium for holding contests between the schools and colleges, and are urging that such use be made of the ground after the hospital is removed.

SEPARATION OF POOR FROM THE JAIL.

The desire to separate the worthy poor from the jail is given as another reason for the removal of the hospital. We have already pointed out the large percentage of inmates who are victims of their own vices, and to whom the application of the term "unworthy poor" would not seem uncharitable, and who must necessarily always be cared for at the institution, regardless of its location. We have also shown that a large number of jail prisoners are regularly received and treated in the hospital, and it is further shown in the report of the superintendent that prisoners are employed in service about the hospital when the number of paid employees is insufficient to do the work. It is submitted that neither criminal patients or employees, nor the unworthy or the worthy poor should be treated in such a way as to work hardship, injustice, and irreparable injury upon a large and substantial part of the community, made up of good citizens who are adding to its intellectual and material development.

DESIRABILITY OF CENTRAL LOCATION.

Another reason given is the advantage of having the hospital established in the center of the city; but the proposed new site is nowhere near the center of the city, and has no relation whatever to the center of the population in most need of free medical treatment and which is likely to furnish the largest number of cases, no matter where the hospital is located. The new site is several miles from the sections of the city which supply the Washington Asylum Hospital with the great majority of its patients and cases.

PURCHASE OF PROPOSED SITE.

The final reason given is that the proposed site was purchased and is now owned by the Government for hospital purposes. The facts are that the purchase was made in 1900, when Washington was practically undeveloped north of Florida Avenue, the old boundary line. The selection of such a location at that time shows conclusively that it was the intention to place the institution well outside the residential sections of the city, and, in the words of the subcommittee of the board of trade above referred to, where it could be located "at a minimum of annoyance to the community." The present policy is clearly a reversal of the policy pursued when the site was acquired, for the hospital can not now be located on that site, except at a maximum of annoyance to the community. The new site has been allowed to remain unused for the purpose for which it was acquired for 16 years, during which time a first-class residential community has sprung up on all sides and completely surrounds it for miles around. Practically all of the residents have permanently settled in the community and purchased their homes in entire ignorance that it was intended to make any such obnoxious

use of this vacant ground as is now urged. Unlike sections of the city where the residents are generally renters of their homes, the residents of the sections which will be injuriously affected by the proposed hospital must either stay in the community and put up with the presence of this institution and its unwholesome inmates or dispose of their properties at a sacrifice, which a great many of them can ill afford. The reasons which actuated the recent order of the commissioners to close a private sanatorium of small capacity in Chevy Chase seem to apply with much greater force to the contemplated location of this larger and less desirable almshouse hospital and public sanatorium in a no less desirable and high-class residential section.

By reason of the high-class character of the improvements now surrounding the proposed site, it is estimated to be worth about four times its original price, which was \$80,000. It could, therefore, easily be disposed of with a profit to the District on its investment.

PRESENT STATUS OF THE PROPOSAL.

In placing the foregoing facts and statements before the residents in their respective jurisdictions, the citizens' associations feel that they have discharged a public duty to the communities which they represent. They have appeared before committees of Congress in the last two years and protested against the proposal. The item has again been inserted in the appropriation bill for the District, now under consideration in the Appropriation Committees of the House and Senate. Plans for the hospital have already been prepared, and the actual work of construction will begin as soon as the appropriation is made.

ACTION SUGGESTED.

If you are interested in preserving your neighborhood as a suitable place for your home, you are urged to write at once to the commissioners and to the chairmen of the Senate and House Appropriation Committees, and to any friends that you may have in Congress, protesting against the location of the hospital on the proposed site and stating your views as to its effect upon you and upon your property and neighborhood. It is only by an outburst of popular disapproval brought to the attention of the responsible officials and legislators that we may hope to accomplish any permanent relief from this annually recurring danger which so seriously threatens us.

The time is near at hand when Congress must act, and you should lose no time in writing if you desire to help to keep this institution out of your section of the city.

PINEY BRANCH CITIZENS' ASSOCIATION.
BRIGHTWOOD CITIZENS' ASSOCIATION.
BRIGHTWOOD PARK CITIZENS' ASSOCIATION.
COLUMBIA HEIGHTS CITIZENS' ASSOCIATION.
PETWORTH CITIZENS' ASSOCIATION.
PARK VIEW CITIZENS' ASSOCIATION.
TAKOMA PARK CITIZENS' ASSOCIATION.
WOODBURN AND CHILLUM CASTLE
HEIGHTS CITIZENS' ASSOCIATION.
BOARD OF TRADE.
CHAMBER OF COMMERCE.

WASHINGTON, D. C., *March 11, 1916.*

STATEMENT OF DR. CHARLES M. EMMONS.

Dr. EMMONS. I am president of the East Washington Citizens' Association, and we at our last meeting sent a communication here making a suggestion as to the solution of this question of the location of the hospital. Our people live in the vicinity of reservation No. 13, where present Washington Asylum Hospital is located. I want to say I lived there three years myself, and I know all about the location and adaptability of that section. We protest against the relocation or rebuilding of that hospital on the present site, and we do so because of a number of reasons. One is that the reservation belongs to the Federal Government. It was originally laid out as a park, and some years ago, I think about six or seven years ago, Congress provided for a commission to provide a relocation of the workhouse buildings, both male and female, and of the jail, and that commission did its

work and reported to Congress, and Congress transferred all of the workhouse prisoners, and provided also for a reformatory, down in Virginia. That leaves now on that reservation only old, dilapidated buildings of the hospital division and a smallpox hospital and cremation plant. It is our belief that Congress should remove those present buildings, because they are a disgrace as they are located, and it is becoming really a crime to use them.

We had hoped, however, that a solution would be reached by using that reservation for a hospital. Last session I entered into quite a fight here before you gentlemen against the purchase of ground fronting this reservation for a hospital site, preferring that reservation No. 13 should be used. However, that did not avail, and the high-school site was purchased and the Eastern High School site now is located right across the street from this reservation No. 13, so that, if that hospital is built there, we will have the Eastern High School facing it.

Reservation No. 13 is about 50 acres in area, and when enlarged will have about 150 acres, and there is, according to the Army plan, a bridge to be erected across the Potomac, and we want that for park purposes.

We do not wish to say that you should put this hospital at any one point. We believe that this whole question could be settled by the appointment of a commission of three commissioners by the President of the United States, just as was done when the workhouse was relocated, and then this commission could report to the next session of Congress as to where would be the best location and what could be done in the way of building a municipal hospital. That could be done at an expense of about \$3,000, and that commission could take up all the questions of what character of buildings there should be, and as to where the buildings should be located, and as to whether or not we actually needed a municipal hospital. The situation is this—

Senator SMITH of Maryland. Do you think there is any question as to the need of a municipal hospital in this city?

Dr. EMMONS. I think the situation could be met without building a new hospital, and I think so because I am very familiar with all the details of hospital work here, having practiced medicine constantly for 25 years here, and in Maryland, just across the line. I will say this, that we have to accommodate about 150 patients, at the most, at least 100 of those of negro blood, and the rest white. Freedman's Hospital had, a few months ago, one whole ward that was absolutely empty. Congress has not provided any furniture for that ward. If it was provided with furniture, it would be able to take care of 40 cases. Give that hospital a new ward at a cost of \$150,000 at the most, and it would provide for every one of the negro indigent patients. Give the Home for Incurables a provision for enlarging their institution, a measure for which they have pending, and it would take care of the whites. I only suggest that as meeting the immediate necessity, and I think it would meet the needs for 50 years; but I rather would approve of the providing for a commission of three gentlemen appointed by the President, to take up this whole question, to consider all the information that these gentlemen have and that we have, and make a report to you as to what would be the best solution of the question. We certainly do not want it located on the pres-

ent site. It would not be fair to the Federal Government to take that beautiful park and use it for hospital purposes, because it was never intended for that use, and to use it for that just because for some years it has been there is not fair to that section. The section is growing, and it would have grown more rapidly than it has if it had not been for the fact that the flats were not reclaimed. The improvement of the flats will be completed within a few months.

One other thing I want to speak of in behalf of my section, and that is this: We have heard talk of asking this committee to appropriate \$600,000 for a park. We do not object to that, but we do say this, that the commissioners have estimated for a number of schools in east Washington. The total amount probably would not exceed \$25,000. One of them I have in mind is next to a schoolhouse on Eleventh Street SE., the Tyler School. They have asked for \$6,000 to put a breathing space around that school, and the House committee has not provided for any breathing spaces around our crowded schoolhouses, and I urge that that be taken care of. When you are considering the question of buying more ground, consider the urgent necessity of these school children. It is a small amount of money and will do the greatest amount of good.

Senator CURTIS. From your information and knowledge of the situation, are you satisfied that the present site could be enlarged to such an extent as to take care of all the patients that would require attention?

Dr. EMMONS. The buildings I speak of?

Senator CURTIS. Yes.

Dr. EMMONS. Yes, sir.

Senator CURTIS. It could be enlarged so as to take care of them?

Dr. EMMONS. Yes. As I say, the Freedmen's Hospital is to-day absolutely under the control of the Government of the United States, and we have there already indigent sick of the District of Columbia.

Senator CURTIS. You say there is one ward in that hospital that is unoccupied?

Dr. EMMONS. There is one ward that has no furniture. No furniture has ever been supplied for it. That was the information when the question was up last year, and the information then was, from the superintendent of that hospital building, that one ward was not equipped with nurses or beds, and all that would be required there would be to equip that ward and then to build another wing. Freedmen's Hospital is built in crucial shape. There are a number of buildings going out from the main building and the administration building, and they are two stories in height, and can be added to with very little difficulty. That would save expense.

As I say, this commission would not only have the duty of investigating the question of relocation of this municipal hospital, but also would have the right to suggest to Congress some place where they could remove the smallpox cases and the cremation plant. The smallpox patients now are treated within a mile of this Capitol, and the bodies of the indigent dead are burned within a mile of this Capitol, and we believe that those things should be cared for; and we believe that this idea of a commission to take up this question, as the Senate did in disposing of the workhouse question and the prison question, is the best plan. Your body did that very thing, and they accomplished the purpose. It will also accomplish the purpose this time in relation to the question of increased hospital facilities.

STATEMENT OF MR. JESSE C. SUTER.

Senator SMITH of Maryland. Whom do you represent, Mr. Suter?

Mr. SUTER. I am vice president of the Petworth Citizens' Association, and one of their official representatives on the joint committee on protest against the location of the municipal hospital in their neighborhood. Petworth is immediately east of the proposed site.

Senator GALLINGER. How far do you live from it?

Mr. SUTER. I live right at the corner of Georgia Avenue and Webster Street, in sight of the present Tuberculosis Hospital and very near to where it is proposed to locate the psychopathic ward, and I have had a chance during nearly the past five years to observe conditions surrounding the Tuberculosis Hospital, the visitors there, and some of the day patients, who as a rule, those who use the Washington Railway & Electric Co.'s cars, get off right at my corner. They get off the cars there and go to the hospital and get on the cars there later in the day.

Senator SMITH of Maryland. Is that objectionable in any way?

Mr. SUTER. Yes; it is rather objectionable, because they are hanging around the corner there, a lot of these patients. As a rule they are not a very desirable class of citizens in the residence section.

Senator SMITH of Maryland. You mean the visitors are not a desirable class?

Mr. SUTER. Well, the visitors; and then some of the day patients; and some of the patients are wandering around through that section of the city around Georgia Avenue, going into the stores—some of the grocery stores and a drug store there at the corner of Upshur Street.

We have been very much disappointed out in Petworth, and in the other sections surrounding there, that the District Commissioners have not modified their recommendations to Congress with reference to the location of the hospital, and I would like to leave with the committee a copy of a presentation of our views which we presented to the commissioners at a hearing on the 1st of May.

Senator GALLINGER. I suppose you are familiar with the topography of the District of Columbia?

Mr. SUTER. Yes.

Senator GALLINGER. Where would you put this hospital if you did not put it there?

Mr. SUTER. I would put that hospital there on its present site; or, I think, down in the neighborhood of Blue Plains, down in the neighborhood of the poor farm, which is a delightful place. I am thoroughly familiar with the District of Columbia. I was born here, and my father is an octogenarian and he was born here. We feel that we have some knowledge of the District of Columbia and have knowledge of conditions here. We have seen things grow.

Senator GALLINGER. Do you really think such a hospital should be located at Blue Plains?

Mr. SUTER. Most of the chronic cases, I think, would be pretty well taken care of down there. I was very much impressed with Blue Plains as being a charming place. Many of the emergency cases are taken care of nearer than that.

This hearing we had before the commissioners, at which there were eight citizens associations represented besides the federation of

citizens' associations, the chamber of commerce and the board of trade, was the largest hearing ever held by the District Commissioners. Without going into this extensively, I would say that Mr. Finch has covered most of the points, and I think the insistence for years of our citizens of East Washington on the removal of these institutions from their section is one of the best arguments against putting them in a residence section, a section that is purely a residence section.

Senator SMITH of Maryland. We have not had any protests from them.

Mr. SUTER. There has been a protest for years to remove these institutions, an agitation for the removal of these institutions from East Washington. I understand from the remark of the chairman that the committee, of course, have visited these sites and are familiar with them.

Senator SMITH of Maryland. I have visited them, and I presume all the members of the committee have.

Mr. SUTER. We suggest that a study of the proposed plan—the ground plan of those buildings—be made. On looking over them we are impressed with the fact that the site is wholly inadequate for such a large group of buildings. Looking into the matter, the members of the joint committee have been impressed with the idea that a large group of buildings of that kind should be centrally placed in a large tract of ground, so that the buildings would not be in close proximity to the streets or adjacent to private property, and some of these buildings are very near the building line. It is proposed to put a great many buildings into one-half of the holdings around the tuberculosis tract. There are about 34 acres there, and Thirteenth Street is to be extended there, and it is proposed to erect all of these buildings east of Thirteenth Street between Thirteenth Street and Rhode Island Avenue and Allison and Upshur Streets, with the exception of the power house, the laundry, and, I believe, the fumigation plant. Those are the only buildings that are exceptions. Buildings that are directly associated with the power plant are to be located west of Fifteenth Street, a little north of the present Tuberculosis Hospital.

The people throughout our section are practically unanimous; I have not run across a man in Petworth, and I am pretty well known among the 1,200 home owners we have out there, who is not earnestly protesting against the location of the hospital on that site.

Senator GALLINGER. How large a proportion of your membership lives a mile away from the proposed hospital?

Mr. SUTER. I do not think any of them live a mile away.

Senator GALLINGER. How many of them live a half mile away?

Mr. SUTER. I do not think but very few live a half mile away. Most of our development is right over in that section. Petworth is kind of hemmed in there, so that our access to the whole section is through Georgia Avenue, and Georgia Avenue would carry the brunt of the load of people to and from this hospital.

Our joint committee is familiar with conditions at the Washington Asylum Hospital, and everyone is agreed that conditions down there are disgraceful in those old frame buildings. But no matter what kind of buildings are erected, whether they have beautiful green tiled roofs or no matter how artistic they are, it is not going to change the character of the inmates at all, and in going through the

present Washington Asylum Hospital there were six members, representing this joint citizens' association, and we were impressed more by the inmates, by the character of the inmates of that hospital, than we were by anything else, and we were largely influenced in our report to our several bodies by the character of the people we saw there, both the inmates and the people who came to visit them, than by anything else. We accepted a suggestion of some one acquainted with conditions there and made our visit there on a Sunday forenoon. We were told that there were more visitors on that day than there were on other days; so that we got an opportunity not only to view the inmates, but the visitors, and we came away unanimously of the opinion that we did not require or desire an institution of that character in our neighborhood; and we believe, as we have set forth in our statement to the commissioners, that it will result in a material reduction in values in that section, and that in the course of a few years the loss in revenue to the District through the depreciation in values will more than cover the cost of the proposed group of buildings; and statements have been made by some of the board of assistant assessors that bear out these facts. As to statements contained in our statement before the board of commissioners we have since been assured by people informed on real estate values that our figures are very conservative indeed, and that the revision will be decidedly upward.

We hope that the committee will see its way clear to sustain the position of the House committee, unless they are prepared to offer another site.

(The following statements were submitted by Mr. Suter:)

STATEMENT OF MR. JESSE C. SUTER, VICE PRESIDENT OF THE PETWORTH CITIZENS' ASSOCIATION AND OFFICIAL REPRESENTATIVE ON THE JOINT COMMITTEE ON PROTEST AGAINST THE LOCATION OF MUNICIPAL HOSPITAL ON PROPOSED SITE.

To the SENATE COMMITTEE ON APPROPRIATIONS,
SUBCOMMITTEE ON THE DISTRICT OF COLUMBIA:

MR. CHAIRMAN AND GENTLEMEN: There has been much disappointment among the citizens of Petworth that the Commissioners of the District of Columbia have not modified their recommendations to Congress so as to provide for the erection of the proposed municipal hospital upon a site other than the one between Georgia Avenue and Fourteenth Street NW.

Our position upon this matter is clearly and concisely stated in the argument presented by our representative at the hearing of the protestants before the District Commissioners on May 1 of the present year, of which a printed copy is herewith submitted.

The attendance upon this hearing was too great for the capacity of the board room at the District Building and consequently many were turned away, being unable to get standing room. Representatives of eight citizens' associations, the federations of citizens' associations, chamber of commerce, and the board of trade all vigorously opposed the use of the proposed site and urged the commissioners to modify their recommendation accordingly. The commissioners heard us most courteously and promised to give the matter most careful consideration, but up to the present time they have failed to indicate any change of position.

We most earnestly request that before finally determining this question that you will, if possible, make a personal visit both to the Washington Asylum Hospital site and the one proposed. In this connection we also urge that you study the ground plan of this proposed group of buildings. Such study on our part has convinced us that the proposed site is wholly inadequate. In our opinion such an institution should be located in the center of a larger tract and not be in such close proximity to the adjacent streets and private property. Aside from any other consideration, we regard the inadequacy of the site a good and sufficient reason for another location.

We would like to see the present session of Congress make some provision for the improvement of the conditions at the Washington Asylum Hospital, but we have never heard any weighty reason advanced for the removal of the institution from the site it has occupied for the past 70 years.

ARGUMENT OF JESSE C. SUTER, REPRESENTING THE PETWORTH CITIZENS' ASSOCIATION,
BEFORE THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA, MONDAY, MAY 1, 1916.

It is with reluctance that we assume an attitude of opposition to a recommendation of the District of Columbia Commissioners, for the Petworth Citizens' Association usually comes in a spirit of cooperation. It is really in such spirit we are here to-day, for we believe an error has been made, and we wish to assist the commissioners to rectify it. This, we believe, you should be all the more willing to do, especially as it is an inherited error, rather than one of your own making.

We do not think ourselves presumptuous in asking that you recall your recommendation to Congress by substituting a more practical one based upon a broader knowledge of the facts involved.

You have mingled with us in our meetings and invited our counsel and cooperation, and impressed us that you would be guided largely by our advice. Here is an opportunity to rectify an error which will only grow more apparent in years to come. We expect more from the present board than we would from some of your predecessors, for it has all along been our understanding that the plain citizen was now to have his inning rather than the so-called best citizens.

Petworth is not opposed to the erection of a municipal hospital, but we are most positively opposed to such use of the site in our neighborhood. We would much prefer expending our energy in support of this proposition on a proper site than to keep up this opposition in which we have had a part for a number of years. That we have been asleep is an entirely erroneous impression. We claim a share of the credit for Congress failing to sooner authorize the use of this proposed site.

We believe it would injure our section most seriously to have an institution of this character. If the plans are carried out as described by its advocates, the new institution will be far more extensive and objectionable than the present one. Some advocates of a hospital on this site are stirred with great sympathy for the poor unfortunates who have to seek refuge in this institution, but have little or no sympathy for us poor unfortunates who have simply tried to be decent citizens and have our little all invested in a home in this vicinity. Surely we are at least entitled to some little consideration anyway.

The presence of this institution would render our neighborhood less desirable as a residence section. The free dispensary and day patients would make a continuous coming and going through our streets and very close contact in our already crowded street cars with people afflicted with all sorts of loathsome diseases. You know what happens in a neighborhood when some objectionable feature is added. There is a rush to get out, even at a sacrifice, and property values vanish.

The coming of this hospital will have precisely the same effect on property values as in the case of colored people coming into a white neighborhood. We have had a number of instances of this kind in our city.

Of course, in the depreciation of our values we will be the first sufferers, but as the business managers of this District, the commissioners also are interested in that phase of the question. Stripped down to a cold-blooded business proposition, it will be business folly to erect the hospital upon the proposed site.

Property values adjacent to reservation 13 are very low compared with those near the proposed site in fact the values up our way are from five to ten times greater.

Should the hospital remain in its present location there would be no reduction in values, for any damage to that neighborhood was done many years ago. New and attractive buildings and beautified grounds on the present site on reservation 13 would unquestionably result in betterments to adjacent property.

We estimate that approximately \$15,000,000 worth of property, at assessed value, would be affected by the use of the proposed site. We believe that this property would average a depreciation of at least 30 per cent. This would mean a loss in assessed value of \$4,500,000, or in taxes \$67,000 per year. In five years this loss would aggregate \$335,000.

This, however, would not be all, for there is a general increase each year that would for five years average about 20 per cent. This would be wiped out, in addition to the depreciation, and in five years mean an additional loss to the District in taxes of \$185,000, or a total loss of \$520,000, or more than it is proposed to spend for the entire hospital group.

The section adjacent to the present location, already depreciated to the point where it produces a minimum of taxes, would recover very slowly, and because of many other reasons would increase in no way in comparison to the decrease of values in our section.

We believe this is a conservative statement of the case and that a revision of the figures will show stronger in support of our contentions.

Our section does not furnish the inmates of this hospital and therefore it is not a convenient location.

This contested site can be held for some future suitable use or sold at a profit.

We earnestly trust that we may depend upon you, gentlemen, to do all in your power to prevent the perpetuation of this great error of judgment of your predecessors which has been greatly emphasized by the flight of the 16 years since this ground was acquired.

STATEMENT OF MR. C. J. JAMES, PRESIDENT OF THE PETWORTH CITIZENS' ASSOCIATION.

Mr. JAMES. Mr. Chairman and gentlemen, I only want to touch upon this subject from two views.

First, a number of years ago there was a magnificent plan submitted to the Congress of the United States, known as the McMillan plan, to further beautify Washington. That McMillan plan took in part of the ground where it is proposed to put this municipal hospital. If it is placed there, it will stand right in the middle of the boulevard that goes across from Rock Creek Park and continues up through Petworth to the Soldiers' Home gate.

The second is this: That the people who are treated at the hospital that is proposed to be built out there have done their part in life; they are finished. They are to be taken care of by the people of their country. The people who will apply for help to a dispensary that they propose to put out there will be traveling up and down upon the cars where the boys and girls who are on the threshold of life will come in contact with them, and they should not be subjected to any such danger as that.

No matter how beautiful a building may be, if it houses people like that, and draws through a populous section of the District of Columbia people of that character, it will be a blot and an eyesore on the District of Columbia.

I stand for an appropriation for a hospital. I stand for everything that Congress will do in helping people of this character, because they are beyond helping themselves; but in providing a building for them, gentlemen, do not put it in a part of the city where, by having them in it or going to it, they will contaminate and bring about danger to well people.

Senator GALLINGER. Where would you put it?

Mr. JAMES. Where it is right now, Senator; where it is right now, and there is no reason why it should be removed. There is a graveyard on one side of that tract, there is a river on the other side, and there are no residences within a very long distance of where the hospital is now.

Senator GALLINGER. But there will be residences.

Mr. JAMES. There will be. But values down there are fixed by your jail and your hospital as it is now, and by your smallpox hospital. Values are fixed, and why take it away from there and put it out in a section where you will decrease valuations by at least 60 to 70 per cent, and the assessments will be lowered in proportion.

Senator GALLINGER. How much decrease has there been because of the Tuberculosis Hospital? I have not heard of any, have you?

Mr. JAMES. I will answer that by saying that if the Tuberculosis Hospital had not been there, the property would have brought more money, and there would have been a higher valuation placed upon it. I am deadly afraid of tuberculosis, and it is the only thing that I am afraid of, and I had occasion to say before the Commissioners of the District of Columbia that we were not only unanimously opposed to the location of the municipal hospital over there, but we were going to try by every means in our power to have that hospital put away from where it is now. It should not be within the city limits. It should be put out where those people would have more ground and better chances for getting well.

Senator DILLINGHAM. You refer to the Tuberculosis Hospital?

Mr. JAMES. I am talking now about the Tuberculosis Hospital. That was brought in by Senator Gallinger.

Senator GALLINGER. In other words, you would put it in Virginia or Maryland, would you?

Mr. JAMES. I think it would be perfectly safe out there, if they had a large enough tract—say of 100 acres. That is what should be done, and put these people where they will be segregated. You know that some symptoms of tuberculosis are communicable. We have just had a hearing before the commissioners this morning on promulgating regulations to stop children from going to school who have certain kinds of tuberculosis, and stopping men from cooking and making candies, and all that sort of thing, who have tuberculosis; but tuberculosis is a mild and pleasant thing compared to some of the diseases that afflict people who would come to a dispensary that would be placed out on that car line.

Senator GALLINGER. Where would the people come from who would patronize a dispensary of that kind?

Mr. JAMES. Principally from down town. That territory out there is a health resort. People seldom die out there. Sometimes we are sick. I have been living there seven years.

Senator GALLINGER. And you have not died?

Mr. JAMES. I am a product of Maryland. I was born on the Eastern Shore.

Senator SMITH of Maryland. That is where you got your start.

Mr. JAMES. But it is more important where we finish, Senator, than where we start, and I hope that the finish of this thing will be that you will not put this hospital out there. Thank you.

Mr. SIMPSON. Mr. Chairman, I will merely introduce Mr. Shreve, who will be spokesman for us.

IMPROVEMENT OF SEVENTH STREET, R STREET TO FLORIDA AVENUE.

STATEMENT OF MR. CHARLES SHREVE.

The CHAIRMAN. Whom do you represent?

Mr. SHREVE. I represent a special committee appointed by the Mid-City Citizens' Association to take up the matter of an appropriation of \$15,000, which was not put in the appropriation bill by the House committee, and bring the matter before the attention of this committee.

Senator SMITH of Maryland. Was this matter brought to the attention of the District of Columbia Commissioners?

Mr. SHREVE. I was just about to make that statement to this committee. Just before the District Committee was to take this matter under consideration from the House, our president of our association, Mr. Driscoll, addressed a letter to the District Committee. We received a reply to that letter from Representative Page.

Senator SMITH of Maryland. That is not necessary. It was estimated for by the commissioners.

Mr. SHREVE. By the commissioners.

Senator SMITH of Maryland. That was the question that I asked. It has been estimated for by the commissioners, and not included in the House bill?

Mr. SHREVE. Not included in the House bill; and I simply wish to state that the reason we did not appear before the House committee was that we received this letter from Representative Page, stating that the House committee did not care to hear us, as they had gone fully into the matter; and therefore we have no discourtesy to that committee for not appearing there.

Senator GALLINGER. This was for the completion of the work we provided for last year?

Mr. SHREVE. Last year and year before; finished last year. This street that is now unfinished extends from R Street to Florida Avenue, almost three squares, two good-sized squares and one short square. It is needless to state the importance of Seventh Street to you gentlemen, especially to Senator Smith, because we all know that Brightwood extends far out into the State of Maryland and has for 40 years been one of our most important thoroughfares.

For some unaccountable reason, although Congress has done what it could, Seventh Street has been repaired on the patch plan. They started in repairing from D Street up to G Street in 1898, and then on in 1904 at various intervals until last year, until it is now completed up to Seventh and R Streets NW. Last year, also, Florida Avenue, between Seventh and Ninth Streets, was graded. The commissioners have also extended a splendid lighting system for Seventh Street, and the only thing that is now needed to complete that thoroughfare from Pennsylvania Avenue to Florida Avenue is the paving of these three squares, or rather, you might say, two squares and a half, and the street is in a deplorable condition, doubtless owing to the fact that the commissioners expected that it would be repaved with concrete and did not wish to waste any money in repairs with the present granite blocks. These blocks have been there on one-half of the street since 1887 and on the other half of the street since 1882, a period of about 34 years. Grass is growing up in many places, the pavement has sunken far below the curb in many places, water collects there during rain storms, and the street is really in an extremely unhealthy conditions.

The appropriation asked for, of \$15,000, is small for the great good that will be brought to these merchants along that street. I am located on that street, and almost every member of our committee is a business man on that street. In fact, a majority of our association are merchants along Seventh Street, and we feel the great importance of this street to our business, as well as the importance of it as a thoroughfare. We know that if that street is improved,

with the splendid lighting system we now have, we will get a majority of the traffic coming down Brightwood Avenue and Florida Avenue, which is now diverted to Ninth Street and Sixth Street.

Senator SMITH of Maryland. You do not mean to say that the people living on that street will be the only ones to be benefited?

Mr. SHREVE. No, sir; but we are the only ones who are appearing here.

Senator SMITH of Maryland. It would not do very well to say that you would be the only beneficiaries.

Mr. SHREVE. Absolutely not, because we are not the only beneficiaries.

Senator SMITH of Maryland. Would a large number of people outside of those on that street benefit from the use of it?

Mr. SHREVE. Absolutely. All the market men coming down from the State of Maryland to Center Market would use this as a thoroughfare, as they did for 20 to 25 years, to my knowledge, when the other streets were not in condition. Of course when those streets are improved that diverts traffic, and those people have to go out of the way now to get down to the market, whereas if Seventh Street was improved they could go in a direct line.

Senator SMITH of Maryland. They have to go a longer distance?

Mr. SHREVE. They have to go a longer distance now to Center Market; and with the heavy teams, it is not only the distance but the heavy traffic that tells.

HALF-AND-HALF PRINCIPLE—AGAIN.

STATEMENT OF MR. EVAN H. TUCKER.

Senator SMITH of Maryland. What do you represent?

Mr. TUCKER. I am president of the Northeast Citizens' Association. Mr. Chairman, first I must say one or two words about the half-and-half provisions in this bill, and I want to say that our association has unanimously opposed the provision of this bill that will abrogate the half-and-half principle, which we think has worked so well for the last 38 years; and the only reason we can see for the abrogation of it now is that there is a little balance in our treasury, which is due, we think, to the parsimonious methods of Congress in not appropriating as much as it should have for improvements, and placing upon us some extra assessments which should not have been placed upon us, such as the Borland amendment would effect. I will not say anything further on that. I just wanted to put our association straight in regard to it.

PATTERSON TRACT.

We are coming before you in favor of the estimate of the commissioners for the purchase of the Patterson tract, and I have here a map which will show you the situation, I think. [Producing map.] The northeast section of the city is the most poorly provided in regard to parks. The only parks we have are in the same square with an area of 3 acres, and a portion of Lincoln Park with an area of 3 acres, and this Patterson tract has been our recreation ground for the last 25 years.

Senator GALLINGER. How many acres are there in that tract?

Mr. TUCKER. Eighty-one acres. You can go there almost any evening and find three or four games of baseball going on at once. It is the drill grounds of the High School Cadets. What we fear is that that ground will be sold off for speculative purposes, and what we fear is that we will be deprived of the park we have. We are using it now by the courtesy of those in charge of the Patterson estate.

On this map I have marked in green the two parks we have, and also in green some of the parks in other sections of the city, and I have marked in red the two parks proposed by the commissioners' estimates, the Patterson tract and the Dean tract. In regard to that proposition I want to state this: The northeast section has a population of 65,000 people. They are people who are poor, mostly, people who own their homes, or are trying to buy them on the installment plan, and they are the kind of people who are not able to go away from home and spend their summers, or to send their children away to spend their summers. They have to stay right there. Moreover, they are the kind of people who are hardly able to pay for the conveyance of their children to Potomac Park for recreation. They own no automobiles. These are the people we are trying to provide a recreation ground for. This proposition has been before you several times. I came before you several years ago and recommended it, and I guess I made most of the arguments. But two years ago, when this matter was brought up, the commissioners made an exhaustive study of the park question, and they decided this was the most important park project before them, and at that time they recommended the purchase of that one park and no other for that reason. This is one of the chain of parks that was recommended by the park commission. They saw the necessity for a park at this place.

The price that that park can be purchased for is small. We believe, and the commissioners believe, that it can be purchased for 500,000, which would be at the rate of \$6,173 per acre. This \$mount compared with the price paid for the Meridian Hill Park is only a bagatelle. The Meridian Hill Park is 10 acres in extent, and it cost \$49,000 per acre.

Senator GALLINGER. That is bought.

Mr. TUCKER. Yes; that is bought. And now they are spending large sums of money for building expensive walls about it. That is only by way of comparison. This is a section, in the northeast, that not a dollar has ever been expended on for the purchase of a park.

EASTERN HIGH SCHOOL.

The next question that I was requested by the association to bring up is the question of the appropriation for the new Eastern High School. You remember that I came before you two years ago and made an argument for the purchase of the site, and you provided for that site and it has been purchased. We appeal for a building. We need the building very badly. We have a school there at which 496 pupils attended this year, and the building was built for 400 pupils. We have over 1,500 pupils attending high

schools in the District of Columbia, so that you see we are only providing for less than one-third of the pupils in our own section. We need that school now. We do not need it 10 years hence. We want it now.

Although the commissioners asked for \$200,000 for this building, the House only provided that \$40,000 which was left over from the purchase of the land. We request that this bill be amended by adding to it the \$200,000 that the commissioners recommended, and restoring the total cost of the building, which is \$750,000. The House cut it down to \$700,000. We want that extra \$50,000. That is for the building and equipment. Those are the recommendations in regard to the high school.

NEW BUILDING, SIXTH SCHOOL DIVISION.

We are very much in need of a new school building in the sixth School Division. I called your attention to that two years ago, but we were unable to secure the appropriation at that time because you had so many school projects before you.

Senator CURTIS. Is that recommended this year?

Mr. TUCKER. That is recommended by the Board of Education, but by some oversight the commissioners failed to place it in the estimates.

Senator CURTIS. It is not recommended by the Commissioners?

Mr. TUCKER. No; but I understand that they are ready to sustain this proposition, and I have here a report of our association which shows that we have actually had to put third-grade pupils on the half-day basis, owing to the fact that we can not provide accommodations for them.

Senator GALLINGER. Where is that?

Mr. TUCKER. It is the Blair building.

Senator GALLINGER. I mean where is the new building?

Mr. TUCKER. It was proposed by the board of education that we should enlarge the Blair building by adding eight rooms to it.

Senator SMITH of Maryland. Is not that recommended by the commissioners?

Mr. TUCKER. No, sir; they overlooked it. They told us afterwards they would be glad to give a recommendation. Here is the report I will submit.

The CHAIRMAN. That may go in the record.

(The report referred to by Mr. Tucker is here inserted in the record, as follows:)

WASHINGTON, D. C., *March 13, 1916.*

To the Northeast Citizens' Association:

As chairman of the committee on schools, I desire to present the urgent need for an additional school building in the northeast section, which has had no new school for 12 years. Owing to the large increase of population, every schoolroom is occupied by one or two schools. The number of pupils in the fifth, sixth, and seventh grades—46 and 47—are entirely too many for one teacher. Some of the lower grades have even more.

The Wheatley School has two portables, and at the beginning of the second semester two third grades had to be placed in one room on the half-day basis. To accommodate the smaller children at the Hayes and Blair Schools, a fifth grade had to be moved from the Blair to the Taylor, leaving no room at the Taylor for the first and second grades.

The sixth division needs special classes—an ungraded class, a coaching class, and a vocational class. None of these classes are possible on account of the lack of rooms in which to hold them. The lack of facilities for carpenter work is manifest.

What is needed is a modern 16-room building, containing an assembly hall, gymnasium, with bathing accommodations; also a playground.

Should a separate new building in the opinion of the commissioners be not obtainable, then an addition of eight rooms to the Blair School is recommended.

Dr. STARR PARSONS, *Chairman*.

Unanimously adopted by the Northeast Citizens' Association in meeting assembled, the 13th day of March, 1916.

EVAN H. TUCKER, *President*.
ROSCOE JENKINS, *Secretary*.

The points in that are that we are using three portable buildings, and that we have to accommodate the third grades in half these schools. I believe it is the only section of the city where that is done. Although our section has of course more population than any other section of the city, there has not been a new graded school built there for 12 years.

ASSESSMENT FOR STREET PAVING—AGAIN.

Now, I want to call the attention of the committee to some things that are placed in this bill that we do not think are exactly right. There is a proposition here to amend the Borland amendment so as to make it further drastic upon us, and we are opposed to that.

Senator GALLINGER. That has been discussed by two or three others.

Mr. TUCKER. We are opposed to adding to that macadam roadway. Macadam roadways go past the poor peoples' homes, and we think there is no necessity for that.

Senator GALLINGER. That would apply very largely to that section of the city?

Mr. TUCKER. Very largely. More than that, I do not think that the commissioners ought to put that provision in there exempting them from advertising these improvements. If they are going to spend a lot of money in front of our homes, we ought to know it, and the provision for advertisement should be retained in the law. This provision would exempt them from that advertisement.

DISTRICT STOREHOUSE IN SQUARE 857.

There is another provision in here which is new legislation, that we will have to oppose, and that is on page 38 of the bill. They propose to build a storehouse on square 857. That land going through there is the right of way of the Baltimore & Ohio Railway, acquired at the time the railroad act passed by the United States Government for the purposes of a street or avenue, and our association has been trying for years to have that opened up, and now the commissioners are trying to have a building built there and use the other part for a storage yard. We hope that the committee will consider it carefully before they do that. We have a long square there, and this will close the rear entrance to everybody building a house there.

Senator CURTIS. They are using it now for storage?

Mr. TUCKER. Yes, they are using it now for storage. It is very objectionable to the people there. That is built up on all sides by

residential property, and right in the middle of it are these objectionable conditions; and we think those people, although they are not wealthy people, are entitled to some consideration in the matter. We hope you will not approve that recommendation. On page 38 of the bill is the item for storehouses.

MUNICIPAL HOSPITAL—AGAIN.

I want to add one more word in opposition to the proposition that the new hospital should be located on Reservation No. 13. It has been stated by Dr. Emmons and others that there are three objectionable institutions on Reservation No. 13. There are more than that. We have been trying for years and years to get rid of those institutions, and they are the really objectionable institutions, more so than a hospital. The hospital we would not object to so much, but we have the crematorium there and we have the fumigation plant for the contagious diseases, and we have the smallpox hospital there, and the leper camp there, and the jail. All of those things are very objectionable to us, and there is no way in the world we can build up that section of the city while those objectionable institutions are there; and what we are afraid of is that if this new hospital is put there it will tend to perpetuate the use of that land for those purposes. We will have a very hard time clearing that reservation, which was intended for a park, from those objectionable institutions; and it was well said here, our Eastern High School is going up there with 1,500 young ladies and young men, and those institutions will be very objectionable to those people.

Gentlemen, I thank you for this hearing.

PURCHASE OF PLAYGROUND FOR ECKINGTON SCHOOL.

STATEMENT OF REV. CHARLES E. FULTZ.

Mr. FULTZ. Mr. Chairman and gentlemen, the folks of my community have asked me to come down here and speak to you with reference to a little parcel of ground that should be purchased, adjacent to the Eckington School, for play purposes. They have not anything there at this time, and there has been an effort made, I do not know before whom, but they just asked me to come here and ask you gentlemen to look after that for them.

Senator GALLINGER. That has been estimated for?

Mr. FULTZ. Yes; I understand it has.

Senator SMITH of Maryland. It was estimated for by the District of Columbia Commissioners but left out by the House?

Mr. FULTZ. Left out by the House; yes, sir. They asked me simply to come here and ask you gentlemen to take care of those children by appropriating for those few extra feet of ground. They do not have anything. They must play on the street and on the alley. There is not a foot of ground there for them to play on outside of the few feet around the building.

Senator SMITH of Maryland. Forty-five thousand dollars is the amount you ask?

Mr. FULTZ. Yes, sir; I think it is.

Senator SMITH of Maryland. How much property will that buy?

Mr. FULTZ. I can not give you the exact estimate.

Senator SMITH of Maryland. You do not know the size of the piece of ground?

Mr. FULTZ. No, sir. They just asked me to come down and ask you gentlemen to do that. They just asked me to come down and ask you to take care of those dear little fellows. Thank you, gentlemen.

RHODE ISLAND AVENUE SCHOOL—AGAIN.

STATEMENT OF MR. WILLIAM S. TORBERT.

Mr. TORBERT. Mr. Chairman and gentlemen, I am here as the representative of the Rhode Island Avenue Citizens' Association, as chairman of the committee on schools. There is quite a delegation here of members of the association to back me up and see that I make this presentation properly.

I think I can not do better, gentlemen, than to read a few statistics to you relative to the absolute need of a new school building in this district.

Senator GALLINGER. Is this the school concerning which there is a controversy, that Mr. Nigh is interested in, he being opposed to the views that you will present here?

Mr. TORBERT. There has been some opposition, I believe, Senator, on the part of Mr. Nigh.

Senator GALLINGER. Do not let that disturb you—that inquiry. I just wanted to get that in the record.

Mr. TORBERT. Now, may I proceed with the reading of this?

Senator GALLINGER. Yes.

Mr. TORBERT. A report has been prepared embodying the statistics, which will show, I think, the absolute need of the additional school facilities in the fifth division.

Senator SMITH of Maryland. Go ahead, sir, and let us hear you.

Mr. TORBERT. In 1913 Congress made an appropriation of \$12,000 for the purchase of a site for a schoolhouse in the fifth division. After a view of the sites possibly available, the commissioners of the District of Columbia purchased one containing some 5½ acres lying between Eighteenth and Twentieth, Monroe and Newton Streets NE. The purchase of this site was made by the commissioners in the exercise of their judgment and on the recommendation of the board of education and the local citizens' association. The large area secured for the available appropriation was deemed admirably adapted for inaugurating in the District of Columbia the latest ideas in public educational facilities. The site has remained unimproved up to the present day, although the imperative need for additional school facilities has been patent for several years. This need has now become one of crying urgency in view of the conditions in the Langdon School and the rapid and continuous growth of the section. In the extensive territory embraced within the bounds of Fourth Street NE. on the west, Thirty-sixth Street on the east, Bunker Hill Road and Michigan Avenue on the north, and the Eastern Branch of the Potomac River on the south, there are but two school buildings available for white children. The Langdon School is located at Twentieth and Franklin Streets NE.; the Brookland School at Tenth and Monroe Streets NE.

There is a large and well populated territory between and contiguous to these buildings, and for it the site purchased, lying between Eighteenth and Twentieth, Monroe and Newton Streets, was considered by the Commissioners of the District of Columbia, the board of education, and the Rhode Island Avenue Suburban Citizens' Association a central one and of greatest availability otherwise. Besides, it was acquired at the moderate figure of approximately 5 cents per square foot, a valuation which could not be duplicated, and which was made possible only because the property was undeveloped and unproductively employed as agricultural land.

I will say now that I do not believe there is a foot of ground anywhere around that which could be purchased for less than 10 or 15 cents. The site afforded an opportunity not only to relieve the deplorably congested condition of the Langdon and Brookland schools, but its size was appealing as affording an opportunity to put into practice in the District of Columbia accepted ideas of educators throughout the country that school buildings should have surroundings ample for athletics and primary instruction in agriculture, floriculture, etc. It was hoped that Congress, in its wisdom, would see the possibilities afforded for making this new building in the capital of the Nation a model for educational development throughout the country.

The board of education, appreciative of the crying need, recommended an appropriation for an eight-room building on this site, and the Commissioners of the District of Columbia incorporated in their estimates submitted to the Congress during its present session an item of \$90,000 for the purpose. This action was based upon a knowledge of conditions, illustrated by the following data:

In December, 1915, the Rhode Island Avenue Suburban Citizens' Association, through its committee on schools, took a school census of the territory to be served by the proposed new building. The territory covered was exclusive of that from which, under normal conditions, the Brookland or other buildings would draw. The data thus obtained has been compiled as follows:

| | |
|--|-------|
| Number of children of primary-school age, i. e., under high-school age..... | 622 |
| Number of children under school age, but for whom provision shortly will have to be made..... | 295 |
| Number of children attending Langdon School but residing outside of territory covered..... | 46 |
| Number of children from outside of District entitled to attend school in locality, but who are attending schools in various other parts of the District, estimated at more than..... | 100 |
| Number of children in 60 unoccupied dwellings reported in December, 1915, principally dwellings in course of construction, estimated two to a dwelling.. | 120 |
| Total..... | 1,183 |

Since the above census was taken and within the past two weeks an enumeration of building houses within the territory has been made, the number reported being 1,071. On the basis of an average of two children to each building, which is considered a conservative one, the number of school children at this time would be 2,142.

There is quite a discrepancy there between the actual number and the estimated number.

The apparent discrepancy of over a thousand between actual count in December, 1915, and the estimate based on recent house census is easily accounted for by the rapid growth of the locality through the erection of new dwellings which were not within the purview of the

census takers at the time mentioned, it being a matter of common knowledge that the greatest activity in the improvement of suburban real estate is in the spring of the year.

The Langdon School is a 10-room building with a normal capacity of 400 pupils. It might be well to state here that this building is a frame structure, a veritable fire-trap, and without modern facilities and equipment.

It is a 10-room building, and the normal capacity of a schoolroom is 40. The building is a frame structure, and has no fire protection and no modern conveniences or facilities. There is no light in the building, and only recently has water and sewer been installed.

With an actual school population 1,183 in December, 1915, as shown above, and a possible school population, based on the number of dwellings of 2,142, the sum total of present accommodation is a 10-room building with a normal capacity of 400. The astounding fact thus appears that in the territory there are from 783 to 1,742 school children, according to basis of estimate, who are without school facilities within the neighborhood of their homes.

Senator SMITH of Maryland. Have you not any portable schools there?

Mr. TORBERT. No, sir; we have never been able to get one.

As a matter of fact, children residing within a comparatively short distance of the Landgon School and entitled to attend there are compelled to go elsewhere; and children of parents residing in Prince Georges County, Md., but employed in the District of Columbia, and who under the law are entitled to attend the schools of the District of Columbia, are compelled to travel long distances, with the incidental expense of car fare, in order to find accommodation in school buildings in the city of Washington, although the proposed new building would be their logical destination.

Senator SMITH of Maryland. Where is that densely populated part of Prince George's County? As I understand, these are mostly children of employees of the District of Columbia.

Mr. TORBERT. I think, under the law, anyone employed in the District of Columbia has the privilege of sending his children to the District schools, and this proposed new school building would be the logical destination of those children.

The situation, then, is this: Through an appropriation of Congress, made some three years ago, in appreciation of patent conditions, a school site of some five and a half acres has been acquired at a cost of \$12,000. This site at present is of no practical use—is an investment on the part of the Government which is returning nothing. That it should be making returns in the way of scientific and practical education of the youth of the District and others entitled under the law to the use of the educational advantages of the National Capital would seem but logical. Compulsory education, it is submitted, entails upon those whose wisdom deemed it necessary to the public welfare the duty of providing the means whereby the law of Congress may be made effective, without undue hardship to the people affected.

An appropriation for this new building has been asked by the Commissioners of the District of Columbia and by the board of education thereof. The amount asked by the commissioners is \$90,000, the intention being to provide for the construction of an 8-room building, but having in view its enlargement in the future to a 16-room building.

To reiterate: The locality of the present Langdon School is improved with 1,071 dwelling houses, with a probable school population (exclusive of high-school pupils) of 2,142 and with a school-building accommodation of 400.

What is to become of the 1,742 children who, under the law, are compelled to go to school and who are not provided with school facilities at present?

The CHAIRMAN. Speaking of this building, according to your representation there and the number of children to be accommodated, you will have to have school facilities for more than are provided for, will you not?

Mr. TORBERT. We will take half a loaf rather than none at all. We were very anxious to have a 16-room building out there, and we thought we needed it, but the board of education thought they had better make a start with an 8-room building.

Senator CURTIS. Is there not also a proposition to enlarge the other building, the present school building; or is that just to buy additional ground?

Mr. TORBERT. Additional ground, I think, Senator.

Senator CURTIS. I know the question was up yesterday. The Langdon Building is an old, antiquated building. There has been an addition to it in the last eight years.

Senator GALLINGER. Mr. Nigh makes a complaint that as the consent of Congress for the appropriation for land that was to be purchased has not been carried out, and that if the proposition the commissioners recommend and you recommend is adopted, a large number of children will have to walk a mile to get to that school. How is that?

Mr. TORBERT. Mr. Simons, the president of the association, has a map here that will give you the exact distance between those sites.

Mr. WHARTON. My children walk to that school, Mr. Chairman, and I would rather they would walk 2 miles than go there. I brought my children from New York, where they have fireproof buildings and all improvements, and I am trusting them there to a place that is a second Collingwood.

Senator SMITH of Maryland. This matter was brought to our attention yesterday by Mr. Blair, and he demonstrated to us very forcibly the necessity of this school.

Mr. TORBERT (explaining blue print). This is the present site and here is the proposed new site at Eighteenth Street. You can see the distance there.

(Mr. Torbert further explained the blue print to the committee.)

I should like to make this explanation, if I may. When this school site was acquired I resided in Woodridge, and at that time I was secretary of the Rhode Island Avenue Association, and I did everything I could to procure a site up on the hill near Woodridge, because Woodridge was developing very rapidly. The only available site up there was a site containing about 40,000 square feet, which could be obtained for \$12,000. Now, offset that with a site that could be obtained for \$12,000 outside and there is quite a difference in point of area. At the same time I did everything I could to get that site up nearer Woodridge; but I felt simply this way, that I was overruled by the local citizens' association and by the board of education and by the District Commissioners, and I thought it was time to stop. I did stop, and we have a school site, and I want a school

building on it as soon as possible. I have no children myself and am not interested in it personally, but I am interested in educational matters.

I would like just to say this about this Langdon School. There was a combination of first and second grades, and a combination of kindergarten and fourth grade. Each one is given only a half day. The third and fourth grades are combined in one room, and those two grades have a full day. How in the world the teacher manages it I do not know. There is no room in the building for the domestic-science classes, and a house has to be rented in the neighborhood at a cost of \$30 a month. There is no manual-training class, and the boys have to come into the city, involving the loss of an hour on the cars and the payment of car fare, which with some parents counts materially.

I think I have taken up all the time of the committee that I feel warranted in taking.

Senator SMITH of Maryland. I think the committee is convinced that that school is necessary. We had it before us yesterday very forcibly presented by Mr. Blair.

Mr. WHARTON. Gentlemen, as a parent I say, please do not lay feuds between adults upon our children.

HALF-AND-HALF PRINCIPLE—AGAIN.

STATEMENT OF MR. J. H. ADRIAANS.

Mr. ADRIAANS. Mr. Chairman and gentlemen of the committee, I am connected with the East Washington Citizens' Association, with Dr. Emmons, who addressed you a few minutes ago, and there are three items in this bill to which I desire to invite your attention. One of them is the half-and-half proposition, and in respect to that I wish to say this:

1. The rule of the Senate is to exclude general legislation from appropriation bills.

2. It is asserted by members of the fiscal committee that the House rider does not conform to the recommendation of the committee.

3. There is no need for haste or urgency to abolish the half-and-half system by a rider.

4. The House refused to hear the citizens of the District on the District of Columbia appropriation bill.

5. The subject is one that might well be treated in a separate bill after mature deliberation.

6. There could be no objection to the abolition of the half-and-half principle if exemptions from taxation were also abolished.

7. The citizens do not complain of the tax of \$1.50 on the hundred dollars. While I am on that subject, I want to say that I have seen a number of tables that have been published where it is stated that we have been paying at the rate of \$1 a hundred. I simply wanted it to be on the record that we pay \$1.50 on the hundred on all improved property, and all agricultural property pays \$1 a hundred; but as soon as property is improved it is immediately placed on the \$1.50 basis; and yet a number of tables are being circulated on the basis that we pay \$1.

8. The citizens do not complain of the tax of \$1.50 on a hundred, but they do complain of increasing assessments, which automatically augment by the transfer of realty from the taxable to the exempt list.

9. The expenses of the Government remaining the same or increasing, all property which does not pay taxes increases the burden on that which does pay.

10. The agreement by the United States to pay deficiency does not cure the matter, since the legislative power rests with Congress to make a small deficiency by creating large assessments.

In this connection I should like to read into the record a letter addressed to me by Mr. Tinkham, who made a very strenuous fight in the House against the rider. A distinction made against the Borland rider and some riders upon some Federal appropriation bill where they wanted to extend the hours of labor, and Mr. Borland had attached a rider to the appropriation bill to extend the hours of labor, and I was calling Mr. Tinkham's attention to that in connection with this rider on the District of Columbia bill. His letter is as follows:

HOUSE OF REPRESENTATIVES, UNITED STATES,
Washington, D. C., May 24, 1916.

J. H. ADRIAANS, Esq., 612 F Street NW., City.

MY DEAR MR. ADRIAANS: Your communication of May 20 was duly received. The difference between the Borland rider and the riders upon the District bill is that the Borland rider was not made an order by a special rule as was the legislation now before Congress. No points of order can be made against the legislation which was carried on a special rule.

Feeling pleased you should have written me, I remain,

Yours, very sincerely,

GEORGE HOLDEN TINKHAM.

In this connection, I invite your attention to a statement I made before the half-and-half committee, which is found in volume 1, at page 797, where I discussed the question of exemptions. I simply want to incorporate that as a part of my remarks here, because I claim that the subject of exemption is one worthy of legislative consideration, especially in connection with the half-and-half principle.

Senator GALLINGER. How extensive is that quotation you want to incorporate in this hearing?

Mr. ADRIAANS. I think it makes about two pages, but it is well worth reading, even though I say it myself, because it goes right into the early history of the District, and it gives the exact figures, and I was the only person who spoke on the subject of exemptions before the half-and-half committee; and as it is so pertinent to this question of the half-and-half principle, I would move to strike out, beginning with line 3, page 1, of the bill as it passed the House and ending with line 10, page 2, and substitute therefor the following:

That hereafter all appropriations made for the support of the government of the District of Columbia, including all sums appropriated in any general appropriation act indicated to be paid out of the District of Columbia revenues and amounts to pay the interest and sinking fund on the funded debt of said District, shall be paid out of the funds of the United States and of the revenues of the District of Columbia, according to the respective ownership of realty by the United States, the District of Columbia, and the citizens thereof; and all exemptions from taxation are hereby abolished.

The following sums are appropriated, from the sources above indicated, for the following expenses of the Government of the District of Columbia for the fiscal year ending June 30, 1917, namely—

and then it goes on—

Senator CURTIS. What is your intention—just to tax real estate only—in that amendment?

Mr. ADRIAANS. I mean to say that the half-and-half principle will fade away if the United States is assessed and pays the tax on the property owned by them; and if the District of Columbia is assessed and pays the tax on the property owned by them, and if the citizens are assessed and pay tax on the property owned by them.

Senator GALLINGER. What would you include as property belonging to the General Government?

Mr. ADRIAANS. Say this Capitol building, for instance.

Senator GALLINGER. Yes.

Mr. ADRIAANS. Let it be assessed and let the United States appropriate to pay the tax on the assessed value just the same as the citizens pay on the assessed value of their property.

Senator CURTIS. Would you assess parks and school grounds and playgrounds for children?

Mr. ADRIAANS. Yes. Of course, I am simply giving you this suggestion; but the theory of the half and half is that the United States, by reason of the ownership, or the large ownership, of land, becomes more or less obligated to pay the taxes.

Senator GALLINGER. Yes.

Mr. ADRIAANS. It is on no other principle that you can reconcile the fact that the Congress from the year 1878 to the present time has been paying one-half of the expenses of the District, except by recognizing that by virtue of the ownership of the land by the United States there rests upon the United States an obligation to pay or help pay the taxes.

Senator GALLINGER. There has been an element of patriotism, so far as the Government is concerned; as there ought to be.

Mr. ADRIAANS. Yes. On line 14, page 24, I would insert the following:

FERRY, SOUTH CAPITOL STREET TO POPLAR POINT.

Firth Sterling Avenue, from Poplar Point to Shepherds, D. C., \$113,000; or so much thereof as may be necessary.

In that connection, I wish to say that I have received a franchise from the Secretary of War, which is about to expire, in February, 1917, to operate a ferry from the foot of South Capitol Street to Poplar Point on the other side, and the only obstacle that has existed to the establishment of that ferry is that there is no outlet on the south side. The commissioners have laid out this street, Firth Sterling Avenue, on the map, and ultimately they intend to open that street, which would make accessible to the heart of the city the Insane Asylum and the Blue Palms Asylum, Fort Washington, and Fort Foote, and it would help the farmers coming to our markets to get a near access to the markets instead of going a roundabout way by way of Congress Heights, over roads with steep hills, where they have to put four horses on a two-horse load. This ferry is intended to accommodate those people as well as the local government—the district government.

Senator SMITH of Maryland. Is this a matter that you are asking an appropriation from Congress for?

Mr. ADRIAANS. Yes, sir.

Senator SMITH of Maryland. Have you seen the commissioners in regard to it?

Mr. ADRIAANS. Yes, sir.

Senator SMITH of Maryland. Has there been an estimate for it?

Mr. ADRIAANS. Yes; I have here a letter—

Senator SMITH of Maryland. But have the commissioners inserted it in their estimates?

Mr. ADRIAANS. I have a letter here from Commissioner Kutz.

Senator SMITH of Maryland. But it is not included in the estimates of the commissioners?

Mr. ADRIAANS. No, sir. The reason for that is that we did not apply to them soon enough.

Senator SMITH of Maryland. We could not take it in if it is not included in the estimates. It would be useless for you to take up your time and ours with it. It is a new project. It is not estimated for at all.

Mr. ADRIAANS. It is a matter of great urgency and great importance.

(The statement of Mr. Adriaans before the Joint Select Committee on Fiscal Relations between the United States and the District of Columbia is here inserted in full, as follows:)

STATEMENT OF MR. JOHN H. ADRIAANS.

Mr. ADRIAANS. Mr. Chairman and gentlemen of the committee, some time ago when this committee was organized, I sent a communication to the committee on the subject of exemptions, and, to refresh your recollection, I will briefly read it, because it contains much matter that is useful to this committee in the solution of the questions confided to it by Congress.

The District of Columbia, originally 10 miles square (clause 17, sec. 8, Art. I, Constitution), ceded by the States of Maryland and Virginia, respectively, to become the seat of Federal Government, is by the same article under the exclusive legislative power of Congress. (*Riley v. Lamar*, 2 Cranch, U. S., 344; *Hepburn v. Ellzey*, 2 Cranch, U. S., 444; *Loughborough v. Blake*, 5 Wheaton, 317; *Cohens v. Virginia*, 6 Wheaton, 264; *Insurance Co. v. Cotton*, 1 Peter, 511; *Kendall v. U. S.*, 12 Peters, 524; *U. S. v. Dewitt*, 9 Wallace, 41; *Willard v. Presbrey*, 14 Wall., 676; *Phillips v. Payne*, 92 U. S. 130; *Bank v. Yankton*, 101 U. S., 129; *R. R. Co. v. Lowe*, 114 U. S., 525; *Barnes v. D. C.*, 91 U. S., 540; *Stoutenburgh v. Hennick*, 129 U. S., 141; *Eckloff v. D. C.*, 135 U. S., 240; *U. S. v. May*, 2 McArthur, 512; *In re Hennick*, 5 Mackey, 489; *D. C. v. Waggaman*, 4 Mackey, 328; *Eckloff v. D. C.*, 4 Mackey, 572.)

By the act of Congress of 1846 the portion of the District ceded by Virginia was retroceded, containing 30.75 square miles.

The remainder, 69.25 square miles, ceded by Maryland, now constitutes the District of Columbia.

Of this 69.25 square miles, or 44,320 acres, there were owned by the United States on March 2, 1904, as appears by report of assessor (S. Doc. 181, 58th Cong., 2d sess.), 53.132 per cent; by the District of Columbia, 1.21 per cent; which realty was exempted from taxation because applied to governmental uses. In addition thereto, 0.11 per cent of the realty devoted to legation uses, 1.27 per cent applied to religious uses, 0.43 per cent applied to charitable uses, 0.849 per cent applied to educational uses, 0.084 per cent applied for cemetery purposes, and 0.022 per cent devoted to canal uses, are likewise exempted from taxation; so that land and improvements aggregating 25,309.82 acres, assessed at \$283,906,848 and constituting 57.107 per cent of the area of the District, are exempt from taxation. So that at this period 19,010.18 acres sustained the entire burden of taxation on the whole District and 25,309.89 acres did not contribute to maintain either the United States or District of Columbia Governments. It must be stated, however, in justice to the United States, that under the act of June 11, 1878, it assumed to pay half of the expenses of the District—popularly known as the half-and-half principle—although it owned more than half (53.132 per cent) of the realty of the District.

The above figures, however, are as of date of 1904; but it is well known that the holdings of exempt property have materially increased since and the holdings of taxable property correspondingly diminished. Thus the United States has since condemned nine squares for a Capitol plaza; five squares between Fourteenth and Fifteenth Streets N.W., with Pennsylvania Avenue as a northern boundary and B Street as a southern boundary, have also been condemned; other condemnations have been made, are in

process of conversion, or in contemplation of acquisition by the United States. Likewise the District of Columbia has since 1904 increased its realty holdings by purchase or condemnation. Similarly the legations, charitable, religious, educational, cemetery, and canal institutions have not been inactive about increasing their realty holding by gift, devise, or purchase. The assessor could furnish the figures of these transfers.

As the expenses of conducting the Federal and District Governments are not diminishing but rather increasing, it would appear that any suggestion of the United States withdrawing its financial support from the District would mean that 19,010.18 acres must sustain the entire burden of taxation of 44,320 acres.

I therefore have the honor to recommend to your honorable committee:

First. That the financial support of the United States to the maintenance of the District should not be decreased but rather increased.

Second. That a just and equal assessment of realty at full value should be provided.

Third. That as an aid to true assessment the bills (H. R. 15138 and H. R. 9842, 63d Cong.) known as the "true consideration" legislation should be enacted.

Fourth. That exemption of private realty from taxation should either be totally or partially abolished.

Fifth. That the taxation on improvements should be based largely on the income or profit therefrom.

Sixth. That deterioration of improvements should be considered by assessor in providing a flexible system of taxing improvements.

Seventh. That income-producing securities in the hands of private holders should share the burden of taxation.

The particular part that I seek to direct your attention to is that we have six classes of property that do not at this time pay any taxes at all—the legation property, 11 per cent of the whole, \$277,500 on the improvements and \$192,609 on the land, making \$470,109.

Mr. COOPER. You say 11 per cent of the whole. What do you mean by the whole? Eleven per cent of what?

Mr. ADRIAANS. Eleven per cent of the property of the District of Columbia.

The CHAIRMAN. You do not mean to say the legation property constitutes 11 per cent of the value?

Mr. ADRIAANS. Yes, sir.

The CHAIRMAN. The legations?

Mr. ADRIAANS. Yes, sir.

The CHAIRMAN. Of the property in the whole District?

Mr. ADRIAANS. Yes, sir.

Mr. GARD. That would only figure \$400,000; you have there something like that. That would not be 11 per cent of the value of all of the property in the District.

Mr. ADRIAANS. To be absolutely sure about this, if you will get Senate Document No. 181. Fifty-eighth Congress, second session, page 2, you will see where I get this information.

Mr. COOPER. That is why I asked for the information.

Senator SAULSBURY. It must have been a misprint, if there is any such figure there.

Mr. ADRIAANS. It is likely that it is.

The CHAIRMAN. It must be a misprint, because it could not be correct in the very nature of things.

Mr. ADRIAANS. Religious property, they have 1.27 per cent.

Mr. GARD. The other must be an error. There is certainly more religious property than there is legation property in this District.

Mr. ADRIAANS. Yes. That makes \$6,405,702.

Charitable uses, 43 per cent, \$2,139,638.

Mr. GARD. The legation property must be 0.11 per cent.

Mr. ADRIAANS. The educational uses is 0.849 per cent, \$4,071,346; cemetery uses, 0.084 per cent, making \$422,178; and the canal uses 0.022 per cent, making \$198,107; which makes a grand total of \$13,807,080.

Now, I concede that there is some doubt about legation property, and that there may be a question there as to whether it is correct—

Mr. GARD. That is 0.11 per cent. They have verified it here.

Mr. RAINEY. One and one-tenth per cent; that is what it is.

The CHAIRMAN. Your figures show that you calculated it in that way, too. You did not figure it at 11 per cent; you figured it at 1.1 per cent.

Mr. COOPER. How much money did you say they were worth? You gave the total figures there.

Mr. ADRIAANS. Legations, \$470,000.

Mr. COOPER. That shows that it is not 11 per cent.

Mr. ADRIAANS. Yes, sir. It is \$470,109.

The CHAIRMAN. It is very evident that you were mistaken in that.

Mr. ADRIAANS. Yes; I am frank to say that I was mistaken.

The CHAIRMAN. If you have figured it the same, you simply miscalculated in your remarks.

Mr. ADRIAANS. I hope the committee will understand that it was not an intentional mistake.

The CHAIRMAN. We understand that. You put the decimal point in the wrong place.

Mr. ADRIAANS. As to the legation uses, I wish to make this suggestion, that the mere fact that these foreign governments are our guests does not seem to me conclusive to exempt them from taxation. We do not, because of the fact that they are our guests, have to furnish them postage stamps; we do not have to furnish them with coal; we do not have to furnish them with provisions.

Mr. RAINEY. Suppose they exempt our legations in their countries from taxation.

Mr. ADRIAANS. If they do that, that is another question. If it is a fact that any foreign governments exempt the United States property in their countries from taxation, then, reciprocally, we will exempt their property from taxes here; but as the case now stands, the mere fact of these legations—for instance, the British Legation, at the corner of Connecticut Avenue and N Street—

Mr. COOPER. Who has the title in fee to the British Embassy?

Mr. ADRIAANS. The British Government.

Mr. COOPER. Do you think that we ought to tax property of a foreign government?

Mr. ADRIAANS. I can not see any logical reason why we should not tax them.

Mr. COOPER. We tax our own property. We do not tax other people's property.

Mr. ADRIAANS. There is property belonging to—not belonging to, but occupied by foreign legations, which is owned by private persons. For instance, Mrs. Henderson has a house on Sixteenth Street that she leases to a foreign government, and that property pays taxes. So that the mere fact that the property is occupied by a foreign government does not, to my mind, exempt them from the payment of taxes.

The CHAIRMAN. If our Government would by reciprocity get the benefit of any exemption by a foreign government, that would be only another argument why the United States Government should pay something more to the District.

Mr. ADRIAANS. When that condition is shown to exist, that the French Government, for instance, does exempt property belonging to the United States, occupied by the American ambassador, and does not demand any taxes from the United States for the occupancy of that property, then, reciprocally, I can see that it would be entirely just that we should do the same by them. But unless, and until, such a condition as that is shown I do not believe that we in justice to our own citizens, would be justified, merely because those foreign governments are our guests, to make our citizens bear the added burden of the taxation.

But now we have five classes of other property that stand on a different footing, and of those four are closely allied together—religious, charitable, educational, and cemetery.

Now, as to those I wish to make this suggestion: You would naturally think, unless you had looked into the matter, that anything so well founded as this is had a Bible origin to it, but I have looked into that and find that instead of there being a Bible origin it is just exactly the other way, and I will read you from the Protestant Bible and also from the Catholic Bible to show you that there is no truth in that statement at all. I read from the eighteenth chapter of St. Matthew, in the Catholic Bible, beginning with the words—

And when they had come to Capernaum they that received the didrachmas came to Peter and said to him "Doth not your master pay the didrachmas?"

He said: "Yes." And when he was come into the house Jesus prevented him, saying "What is they opinion, Simon? The kings of the earth, of whom do they receive tribute or custom—of their own children or of strangers?"

And he said "Of strangers." Jesus said unto him "Then the children are free? But that we may not scandalize them, go to the sea and cast in a hook; and that fish which shall first come up, take; and when thou hast opened its mouth thou shall find a stater; take that and give it to them for me and thee."

In the seventeenth chapter of Matthew, beginning with the twenty-fourth verse, it says:

And when they were come to Capernaum, they that received tribute money came to Peter and said, "Doth not your master pay tribute?" He saith, "Yes." And when he was come into the house Jesus prevented him, saying, "What thinkest thou, Simon—of whom do the kings of the earth take custom or tribute, of their own children or of strangers?" Peter saith unto Him, "Of strangers." Jesus said unto him, "Then are the children free. Notwithstanding, lest we should offend them, go thou to the sea and cast an hook and take up the fish that first cometh up, and when thou

hast opened his mouth thou shalt find a piece of money; that take and give unto them for Me and thee."

The CHAIRMAN. The question, though, is what your Bible proves.

Mr. ADRIAANS. I think this proves itself.

The CHAIRMAN. The modern interpretation of it might be that you must give the tax collector of the church all the money that you find in the mouths of fishes.

Mr. ADRIAANS. No; I would put a reasonable interpretation on it, and that is that there should be no discrimination whatever between private property applied to religious purposes or charitable purposes or educational purposes and similar property belonging to the people indiscriminately. In other words, they should be placed on an equal footing.

Mr. RAINEY. That is not a tax upon real estate; that is a sort of poll tax he paid. He did not pay any tax on any church. Ministers to this day pay a poll tax wherever they charge that poll tax.

Mr. ADRIAANS. Now, if a minister is liable for the poll tax, I can see no reason why his church is not liable to pay the real estate tax.

Mr. RAINEY. But this passage you have read does not prove your proposition at all.

Mr. GARD. Do you represent the local free-thought association?

Mr. ADRIAANS. Of course, you understand at that time there was no church. Jesus Himself was the church, and He came to found this church.

Mr. RAINEY. He provided a method there for the paying of the poll tax of himself and one other. It was not the church at all.

The CHAIRMAN. It is for me and thee, He said.

Mr. ADRIAANS. He inculcated the idea of a man observing the duty that he owed to his government.

Let me call your attention to another instance. Jesus himself was born during the tax time, and his father, Joseph, made a direction that they should pay the tax. In other words, they believed in being loyal to the government; that a man showed his loyalty to religion by his loyalty to his government. In other words, that whenever a religious denomination takes it upon itself simply to gain money and inculcate disregard of the obligation that the citizen owes to his government, I say that religious denomination is not living up to the duties that belong to it, and I believe it would be the proper thing to tax every one of these religious corporations, charitable corporations—and pretty much all of them are controlled by the same set of men. The sanitary corporations, the religious corporations, and the charitable corporations—the same set of men is in all of them. Now, what follows? It follows that the money that would otherwise be paid to the United States or to the District they lend out; they go to a real estate agent and say, "Here, we have got"—I do not think of the word.

Mr. COOPER. Imaginary?

Mr. ADRIAANS. No; it is not imaginary. I can tell you case after case. For instance, the St. Joseph's Orphan Asylum. They have probably something like \$15,000 or \$20,000. Mr. Nicholas H. Shea and Michael R. Walsh are trustees of that orphan asylum, and they are constantly lending out money—\$5,000 and \$8,000 and \$10,000—and lending it out to the very people who pay taxes, when they do not pay taxes.

In other words, it shows they are using this money; they are getting money from the United States and lending it out at a rate for profit. And it is not any one religious corporation or charitable corporation, but they are all doing it, every one of them.

Take, for instance, the Howard University. Mr. ex-Commissioner Rudolph, he is a trustee of that institution, and every now and then we find some deed of trust recorded whereby \$5,000, \$6,000, or \$7,000 is loaned out. Now, if those institutions have money enough to loan out, why should they not have money enough to pay their taxes? Is not the first duty that they owe to their Government to pay taxes?

Mr. RAINEY. You want them taxed on the theory that there might be fewer of them if you taxed them?

Mr. ADRIAANS. No, sir; I would not put it on that basis at all. I would say, "You are getting the benefit of our police protection; you are getting the benefit of our fire department; you are getting the benefit of our streets." Now, for instance, Georgetown College had a fire, and a very valuable horse went down the declivity and was lost.

Mr. COOPER. You mean a horse belonging to the fire department?

Mr. ADRIAANS. Yes, sir; a horse belonging to the fire department. They came there to extinguish the fire. The Calvary Baptist Church, at the corner of Eighth and H, had a very disastrous fire, and that fire was extinguished by our fire department, and yet that church does not pay anything for the extinguishment of the fire.

Mr. GARD. Do you belong to any free-thought organization?

Mr. ADRIAANS. No, sir. I go to church, and I have talked with ministers about it. In fact I have asked them to let me speak in the churches, but there does not seem to be one of them who wants to have me talk on that subject.

The CHAIRMAN. This is about the only free speech forum you have struck, then, for a long time, is it not?

Mr. ADRIAANS. Yes. And there is still another consequence of this. It was my privilege some years ago, when Senator Money was living—he was a member of the Committee on Foreign Relations, and I had talked with him on matters that he was interested in, and frequently we used to discuss things, and he would tell me how difficulties had arisen in oriental countries by missionaries going over there and seeking to have property that they acquired there exempted from taxation because it was exempted from taxation here, and he said that it was a matter that led to great difficulties frequently. The Boxer trouble came about in that way, and he said that he would like to see the time come when there should not be any exemption of property for religious uses.

So, outside of the mere matter of preserving domestic tranquillity, and to preserve the peace with foreign Governments, I think both of these results would be achieved by compelling these institutions to pay taxes.

There is just one other class I wish to refer to, and that is canal uses. I know, of course, that the canal use stands on a different footing. It is not used for any religious purpose, but I can see no logical reason why the canal should not pay taxes. In other words, they get the benefit of the Government's protection—

The CHAIRMAN. Was there anything in the original grant in the nature of a contract that absolved them?

Mr. ADRIAANS. I think there was, but all of those contracts have the power of amendment. Every part of that is granted by Congress or by the State, and they reserve the power to amend, and I can see no logical reason why, if the Congress sees fit to ask the canal to pay taxes, they should not do it.

I am very much obliged to you, gentlemen, for your kindness and I hope I have, as I have tried, made it plain to you.

Mr. SEIBOLD. May I ask the gentleman one question?

The CHAIRMAN. That is against the rule the committee has made.

Mr. ADRIAANS. When I originally addressed the committee on this subject I gave this data to the committee.

MUNICIPAL HOSPITAL—AGAIN.

STATEMENT OF MR. A. J. McKELWAY.

Mr. McKELWAY. Mr. Chairman, I am just representing, as chairman, a committee of the Monday Evening Club, in favor of the new municipal hospital. I have here a letter which I can read. It is as follows:

MONDAY EVENING CLUB,
Washington, D. C.

Hon. JOHN WALTER SMITH,

Chairman Senate Committee on Appropriations for the District of Columbia.

DEAR SIR: The Monday Evening Club of the District of Columbia, a group of 500 social workers banded together for consideration of important improvements in the social work of the District, beg herewith to submit a series of petitions which have been circulated by the club asking for a new municipal hospital. These petitions have been signed by 15,300 residents of the District of Columbia representing each of the four geographical sections of the city.

In many cases societies and clubs interested in civic and social welfare, larger stores and establishments have signed in groups asking that their signatures be an indorsement and a united appeal for a new municipal hospital. Representative of the many signers of these petitions are practicing physicians, lawyers, teachers, and clergymen. Many of these signatures are those of people whose civic spirit and unselfish service to the District have made their opinion of marked weight and value.

Respectfully submitted,

A. J. McKELWAY, *Chairman.*

GEORGE F. BOWERMAN.

WALTER S. UFFORD.

Special Committee Monday Evening Club.

DONALD G. PRICE,

Secretary to Committee.

JUNE 21, 1916.

45737—16—21

Senator GALLINGER. Where are those citations?

Mr. McKELWAY. I have them here. I have here a printed blank for these petitions, which reads as follows:

Whereas, the Commissioners of the District of Columbia and the Board of Charities have requested an appropriation for a new municipal hospital to take the place of the present antiquated Washington Asylum Hospital; and,

Whereas, the need for the hospital has been long recognized by the citizens of the District:

Resolved, That we, the undersigned residents of the District of Columbia, respectfully petition the Congress of the United States and the respective Appropriations Committees of the Senate and House of Representatives to provide in the District appropriation bill, the necessary funds with which to begin the construction of the hospital.

This petition is being circulated under the auspices of the Monday Evening Club of the District of Columbia. Additional copies may be secured of the corresponding secretary, Mrs. R. Thomas West, 2519 Fourteenth Street NW.

Petitions for a new Municipal Hospital circulated by the Monday Evening Club of the District of Columbia.

Fifteen thousand three hundred signatures.

Senator CURTIS. How many do you say signed that petition?

Mr. McKELWAY. Fifteen thousand three hundred. I do not suppose it is necessary to make any argument about it.

Senator CURTIS. You do not say anything about a site.

Mr. McKELWAY. No, sir. In respect to a site, I have this to say. After the agitation began about a site at Fourteenth and Upshur Streets, some of the petitions were not turned in. Some of those petitions were turned in without reference to the site.

Senator SMITH of Maryland. Is it not conceded that the hospital is necessary, by 99 out of 100 people?

Mr. McKELWAY. Yes; and while, speaking in my capacity as representing the Monday Evening Club, I have to be a little careful, I think the Monday Evening Club is unanimous in its wish that the hospital be built as soon as possible. These charity workers know about those people, and they are actuated by the desire to look after the interests of the inmates of the hospital, as well as, to some degree, their pride in it as a civic matter.

Senator GALLINGER. Do you think it would be unfortunate to delay this by the appointment of a commission, which will take a couple of years, probably, to investigate and make a report?

Mr. McKELWAY. I should say so, after all that has been done in regard to it. Senator Gallinger will remember the passage of the District child-labor bill in 1908. There was an appropriation made for the salaries of two inspectors, and no appointments have ever been made, but two policemen were detailed to perform the duties of inspectors. The commissioners have estimated for the salaries of those two inspectors. They were left out heretofore.

Senator GALLINGER. That will release those two policemen so that they may go back to their proper duty.

NEW BUILDING—NATIONAL TRAINING SCHOOL FOR GIRLS.

Mr. McKELWAY. Yes. I happen to be vice president of the National Training School for Girls. I filed a letter asking that the estimates of the commissioners in regard to that also be carried out. We need a building there for white girls. We have three buildings. Perhaps you remember the new building there, Senator Gallinger?

Senator GALLINGER. Yes.

Mr. McKELWAY. For the white girls, we need a new building.

Senator GALLINGER. Did we not make an appropriation for such a building there?

Mr. McKELWAY. Yes; and that is being used now for the white girls.

Senator GALLINGER. It was not constructed for that?

Mr. McKELWAY. It was not constructed for that. It was constructed because of the need for more room. We have now 45 in one building, and all the trouble we have comes from the number of girls in that one building, and we need this building for proper care of those girls. We have a woman that is giving her whole heart and mind to this work, and she has no place there for herself, and it is cruel to have her kept in that place without any place to which she can withdraw. She ought to have a home where she could retire, sometimes, for rest and privacy.

Senator GALLINGER. You have a superintendent there?

Mr. McKELWAY. Yes, we have a new superintendent that we are very much pleased with, and we think we are doing a great deal of good there, but we might do a great deal more.

WASHINGTON, D. C., June 22, 1916.

Senator JOHN WALTER SMITH,

Senate Appropriations Committee, Washington, D. C.

DEAR SENATOR SMITH: I want to call your attention to the needs of the National Training School for Girls, as set forth in the report of the trustees and the estimates of the commissioners. The Attorney General appointed several new trustees about a year ago. We appointed a new superintendent, whom we could not secure for less than \$1,500; nearly all the personnel of the teaching force has been changed, and through this reorganization we have accomplished a great deal, we think, for the welfare of the delinquent girls detained in the institution, and especially for the protection of the community, because an institution of this sort when mismanaged may easily become a menace to the community.

We need the increase of salary for the superintendent from \$1,200 to \$1,400. We can supplement for this year the difference of \$100 in the salary we are paying through a small income we have from invested funds. We need the \$10,000 estimated for for the superintendent's building. No woman ought to be subjected to the nerve-racking ordeal of having her living and sleeping quarters in the building with the girls. Then we greatly need the \$20,000 to begin a new system of cottages for white girls whom the Juvenile Court, with the consent of the trustees, is now sending to the institution. They are now housed in a new building which was recently completed but which we greatly need for the proper segregation of the negro girls, who constitute a large majority of the inmates. We have an average of 75 or 80 negro girls, and we now have 9 white girls, the Juvenile Court estimating that we shall have an average of about 30.

It is our plan to secure from the War Department a tract of land separated by a road which runs in front of the present buildings, and to begin the construction of a cottage for white girls on this tract. Negotiations are already proceeding between the Department of Justice, the commissioners, and the War Department concerning the transfer of this land.

The board of trustees have been very diligent this year in looking after the institution, have met every fortnight to consider its needs; they are giving freely of their time and energy; and what we are asking for is what we know that the institution ought to have to do its proper work in reclaiming these girls and saving the community from their presence until they have been reformed.

We need also the \$5,000 for the purchase of additional land for farming purposes in order to raise more supplies for the institution. And we believe that this would be an economy as well as giving more out-door work for the girls at the institution.

In behalf of the trustees I earnestly urge the adoption of these amendments according to the estimates of the commissioners.

Cordially, yours,

A. J. McKELWAY, *Vice President.*

STATEMENT OF MR. B. A. COLONNA.

MR. COLONNA. Mr. Chairman, I am not a member of any association. I am a taxpayer of the District of Columbia with a large family. My children are from 12 to 23 years old. I have had children in the public schools for 19 years, and I will not get out of the business for 8 years to come. I have come here on my own responsibility to speak of the excellence of our teachers. I have never seen a superior set of people, and particularly this principal of the Central High School. He is not a friend of mine. He is an acquaintance, of course. I have had my children educated there in the higher courses. He has a peculiar ability. He has drawn around himself a corps of the most devoted, careful, and splendid teachers I have ever seen anywhere. Now, it is not the bricks and mortar that make a college. This man is himself a natural-born trainer of children. He does not undertake, with those people there, whatever the number may be under his command, to build a wall around them so high that they can not jump over it, but he does put something in their hearts that teaches them not to wish to jump over it. I can not say too much for Mr. Wilson. I thank you for your attention.

DEAN TRACT—AGAIN.

STATEMENT OF MR. CHARLES S. BUNDY.

MR. BUNDY. Mr. Chairman and gentlemen, but for an unfortunate misunderstanding between Mr. Coldren and myself I should not venture at this late hour to claim the attention of this committee, but it is necessary to the understanding of the condition of affairs that I should say a few words, and only a few words. Mr. Coldren is a member of the committee on parks and reservations, of which I have the honor to be chairman. I did not know of this hearing until last evening, and I made haste to see Mr. Coldren, and had a talk with him, and the understanding which I had was that he was to cover the whole ground; that he was to represent the Board of Trade as well as one of the associations. It seems that he did not fully understand it that way. The consequence is that the Board of Trade has not been represented at all at this meeting, and, fearing that I should be censured for the matter, I claim the attention of the committee for three minutes.

It is pretty well understood, I think, that George Washington was first in war, first in peace, and first in the hearts of his countrymen, and that George Washington founded this city; and it was the crowning act of his illustrious career, without any doubt. This city was the darling of his old age. He made liberal and wise provision for parks. He believed that parks should be brought to the people and not the people sent by expensive conveyances to the parks. The consequence is that this whole city of Washington is besprinkled with parks. They were the children, the little children, of his brain. I venture to say that no citizen, in or out of this Capital City, has ever criticized that feature of the Capital City. No complaints have ever come from without, and nothing but gratulations and congratulations from the people within the borders of the Capital City.

Now, here is a beautiful space right on the hill, known as the Dean tract. It is the sole remaining space that is available for park purposes, and it ought to be taken; and I venture to say in a single word, and close with that remark, that no appropriation has been made or will be made within my time that will be more cordially approved by the Washingtonians, the people of this city, than the appropriation for that park, and no appropriation will hereafter more certainly be hailed by the people outside of the city as a crowning feature in the park system of the whole city than the Dean tract, to which I allude.

I thank you, Mr. Chairman, for this opportunity.

PETWORTH SCHOOL.

ADDITIONAL STATEMENT OF MR. JESSE C. SUTER.

MR. SUTER. Mr. Chairman, may I have just a minute? I did not discharge one duty that was imposed upon me by my association, and that is in regard to the item for the Petworth School. The item in the bill provides for \$72,000 for plans to be made for an addition and an assembly hall, but the municipal architect is of the opinion that this should be \$80,000 instead of \$72,000; that they should be unable to provide the accommodations which are intended and really needed unless that is made \$80,000. This, I am sure, meets with the approval of the commissioners; and I should like to state in that connection that we have been subjected to great overcrowding in Petworth.

Senator SMITH of Maryland. I think the engineer commissioner made the same statement here yesterday.

MR. SUTER. Mr. Tucker has referred to the third grades having to go to school only half a day. Our third and fourth grades also have to go for a half a day only in the Petworth section.

MR. CLAYTON. There is just one thing further I should like to say, Mr. Chairman. Mr. Adriaans made the statement here that unimproved property paid only \$1 per hundred tax, while improved property paid \$1.50 a hundred. That, of course, is a mistake. We pay \$1.50 a hundred on unimproved agricultural ground. That statement is in the record, and I did not want it to go uncontradicted. As a matter of fact, you all know that to be true.

Senator SMITH of Maryland. In order to correct the statement made by Mr. Adriaans, that will go in the record.

(At 5 o'clock p. m. the subcommittee adjourned until to-morrow, Friday, June 23, 1916, at 11 o'clock a. m.)

DISTRICT OF COLUMBIA APPROPRIATION BILL, 1917.

FRIDAY, JUNE 23, 1916.

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met at 11 o'clock a. m.

Present: Senators Smith of Maryland (chairman), Gallinger, Dillingham, and Curtis.

Senator John F. Shafroth, of Colorado; Brig. Gen. William E. Harvey, commanding general District of Columbia Militia; Capt. Louis C. Wilson, disbursing officer District of Columbia Militia; Howard S. Reeside, J. J. Darlington, Benjamin S. Minor, B. H. Warner, jr., Charles W. Clagett, W. J. Kehoe, Charles C. Lancaster, and others, appeared.

STATEMENT OF BRIG. GEN. WILLIAM E. HARVEY, COMMANDING GENERAL DISTRICT OF COLUMBIA MILITIA.

Senator SMITH of Maryland. Gen. Harvey, we will hear what you have to say.

CAR TICKETS FOR DISTRICT MILITIA.

Gen. HARVEY. The bill as it came from the House embodied in it nearly all of the recommendations that are made in my estimates. There is one amendment added which, I think, it will be a convenience to us to have omitted. There is a limitation on the number of car tickets that may be purchased, not to exceed \$50 a year. That was put in because I stated before the committee that I thought that was about what we used. I find, upon investigation, that we actually spent last year for car tickets about \$168. Those car tickets are used almost exclusively in transporting men from the armory to our rifle range, which is located across the river. There is a very small amount, indeed, spent for any other purpose. That is the main purpose for which it is expended. We should have more than \$50 for that purpose.

Senator SMITH. What is the amount?

Gen. HARVEY. There was no amount specified.

Senator SMITH. Then you want that "not to exceed \$50" omitted?

Gen. HARVEY. We simply want that omitted. I do not think it is necessary. We will handle it as economically as we can.

Senator SMITH. You do not want any amount stated?

Gen. HARVEY. No amount; and I will keep it down to the lowest possible amount. The only reason for asking to have legislative authority for car tickets is that the comptroller had ruled that car

tickets could not be used for transportation in the District, and out of excess of caution I have asked special authority to expend it. It will not call for any increased appropriation.

STEEL LOCKERS.

One item which I estimated for, and which is omitted, is an additional appropriation, I think of \$7,400, for the purchase of steel lockers. They are necessary for our armory. The House omitted them. If possible, I should like to have that appropriation made.

Senator GALLINGER. 'For lockers, furniture, and gymnastic apparatus for armories'—is that the item?

Gen. HARVEY. Yes, sir.

Senator GALLINGER. You estimated \$8,000, and the House allowed \$600.

Senator SMITH. What page is that?

Senator GALLINGER. Page 87, at the top of the page.

Gen. HARVEY. The current appropriation is \$600, and it has never been adequate. The lockers we have are a miscellaneous lot; not large enough, and not the proper type.

Senator SMITH. What do you want the increase for?

Gen. HARVEY. For the purpose of purchasing sanitary steel lockers such as are used in Army posts, in which to keep the individual equipment of men. We have two kinds of equipment. There is the equipment that is used in the armory drills, and then there is what is known as field equipment. When we come home from our summer camps, we have the field equipment turned in. If we could have a separate locker in which to put the field equipment, I am satisfied that we would save hundreds of dollars, because there are two items of issue that we find it well-nigh impossible to keep in the armory; that is, shoes and the olive-drab woolen shirts. If we can have a place where the man's field equipment can be locked up, and he can have no access to it, we can be certain that we will have our equipment when it is wanted.

Senator SMITH. Then it requires \$7,500 to do that, according to your judgment?

Gen. HARVEY. Yes. We estimated on over 900 lockers for our Infantry regiment. We have now something over 300 or 400 steel lockers, but none in our main Infantry armory. In our battery armories we have put in steel lockers, and they are safe.

HIRE OF HORSES.

The next item that was omitted in the House—the only other item that I estimated for—was an item of \$6,000 for hire of horses to be used in the training of mounted organizations. It is in this general item on page 86. I will say, in regard to the supplemental estimate I submitted, that it was made necessary by the passage of the national-defense act, which called on the National Guard to be increased from 130,000 to 457,000; and if the District increases its force as we hope to do it is estimated that a straight 25 per cent increase will be needed all through the bill.

Senator SMITH. In proportion to the increase of the whole organization?

Gen. HARVEY. Of the whole organization; yes, sir.

LEASE OF ARMORY, STABLE, DRILL SHED, AND WAREHOUSE.

In connection with the increased appropriation I asked for this legislative authority:

That the commanding general of the Militia of the District of Columbia is authorized to enter into a contract or contracts for the lease of an armory, stable, drill shed, and warehouse for cavalry, field artillery, signal corps, and hospital corps troops in one building, or separately, for a period not to exceed five years, renewable at the option of the said commanding general for an additional period of not exceeding five year at an annual rental not to exceed \$8,805.

That is the estimated rental. That includes our present rental. The purpose of asking that authority is to find some one, if possible, in the District who will be willing to erect a temporary building containing a drill shed which may be utilized for mounted troops. As it is now, our mounted troops are quartered and their equipment is stored at 230 First Street, the old District building. It is a fire trap, to start with. There is no place to drill in it. I have made application for authority to use a small section of lower Potomac Park for an artillery drill field, and that has been denied, on the ground that it has been set aside by Congress for a recreation space. I think that when the young men of the District are giving their spare time, their recreation time, preparing for military service, it would not be any great stretch of the law to say that it was equally proper to have them use a part of that space for that purpose.

Senator GALLINGER. It is nearly as important as to use it for baseball, I suppose?

Gen. HARVEY. Nearly as important as golf, at least. I had hoped to present a bill—which now probably will not be presented, as we have been ordered out—asking for authority to use 8 acres of the lower Potomac Park for a mounted drill field. The park is now used for polo by the Army, and a hockey course and a baseball ground has been laid off. I am fully in sympathy with the idea of maintaining it as a great park; but I do believe that it would not mar it as a park to let our artillery drill there, and I believe it would be a fine exhibition and a great incentive to young men to join to see other men engaged in military exercises there as their recreation.

Senator GALLINGER. Was your plan to put it in the old portion of the park or the addition?

Gen. HARVEY. No, sir; down below the railroad bridge.

Senator GALLINGER. The part that is just being opened?

Gen. HARVEY. Yes, sir. Having no place to drill, except Fort Myer, our mounted troops have been forced to go out into the country. This morning I got a letter from the engineer commissioner giving us permission to drill out near the Sixteenth Street reservoir—a temporary arrangement. We should have, as all National Guard organizations throughout the States should have, a drill shed in which the mounted organizations should drill; and under orders from the War Department we have increased our mounted detachment from one mounted battery and a mounted signal company to two batteries, a signal company, and a troop of cavalry.

We have had the tender temporarily of the use of the Riding Club's small hall for our cavalry troop, but that is not available for artillery. I hope we will be back in time to utilize this. We may not be back; but I think it is the part of wisdom to make provision for our guard

just as though we would be here all the next fiscal year, and of course if we are in the service of the United States probably only a small portion of the appropriation will be actually disbursed. But the contingency always exists that we will have to organize additional troops; and I therefore suggest that the amounts estimated for be included in the appropriation just as though we were going to remain here, as we normally do.

There was one thing that I should like to say to the committee. I came up the other day when I found we were confronted with this active service which meant immediate action. Our District appropriations have been reduced to \$700 or \$800; and I made inquiry, both here and on the House side, as whether the bill should be amended so that amounts appropriated for the next fiscal year might be available from the 20th of June, instead of the 30th. Mr. Page, the chairman of the subcommittee in the House, said that in his judgment the better plan would be to proceed and submit it as a deficiency estimate. I have endeavored to observe the law in regard to incurring deficits, and I do not want to submit a deficiency appropriation; but it was an emergency in which I felt justified in going ahead. If there is a deficiency, it will only be for matters involving the mobilization of troops, and will be small.

I thank you very much, gentlemen.

COLUMBIA INSTITUTION FOR THE DEAF.

STATEMENT OF HON. JOHN F. SHAFROTH, A SENATOR FROM THE STATE OF COLORADO.

Senator SHAFROTH. I should like to be heard for a few moments on the Columbia Institution for the Deaf. There is a provision in the bill at page 52, as follows:

For expenses attending the instruction of deaf and dumb persons admitted to the Columbia Institution for the Deaf from the District of Columbia, under section 4864 of the Revised Statutes and as provided for in the act approved March 1, 1901, and under a contract to be entered into with the said institution by the commissioners, \$12,250, or so much thereof as may be necessary.

I am a director of that institution, and consequently they have asked me to present this matter to you. They have had a few more children from the District of Columbia than the amount of \$400 per year will cover, which is the low estimate for the cost of it; and they think that there ought to be an addition here, so as to make it \$13,200.

Senator DILLINGHAM. The commissioners recommended that the other day.

Senator SHAFROTH. Did they recommend it?

Senator DILLINGHAM. I have a memorandum here that they did.

Senator SHAFROTH. This letter says that they thought they would do that. The injustice of not providing sufficient money makes the Government provide for these children at its own cost, and not have the expense shared by the District of Columbia; and, of course, as these are District of Columbia children, it seems to me that we ought to comply with the request for an increase. So my motion is to strike out the "\$12,250" and to insert, in lieu thereof, "\$13,200."

EXTENSION OF MASSACHUSETTS AVENUE.

STATEMENT OF B. H. WARNER, JR.

Mr. WARNER. Mr. Chairman, I wanted to speak for a moment on behalf of the extension of Massachusetts Avenue from Nebraska Avenue to the District line.

Senator SMITH. Do you represent any organization of any kind?

Mr. WARNER. No, sir.

Senator SMITH. You appear in your individual capacity?

Mr. WARNER. In my individual capacity, as attorney for all that section out there. I have a map of the section prepared.

Senator SMITH. You appear as attorney for whom?

Mr. WARNER. I appear as attorney for practically all the property owners interested in that section.

Senator SMITH. It is a street you are asking, is it?

Mr. WARNER. It is Senator Gallinger's proposed amendment to the District appropriation bill—an amendment that proposes an appropriation of \$30,000, or so much thereof as may be necessary, to be expended for the grading and improving of this street.

Senator DILLINGHAM. Which street are you speaking of?

Mr. WARNER. Massachusetts Avenue, Senator. That is the street which you put that railroad out for the university a few years ago.

Senator GALLINGER. That is, it takes it from Nebraska Avenue to the District line. What distance is that, Mr. Warner?

Mr. WARNER. Just about 6,200 feet, I think.

Senator GALLINGER. It opens up that territory alongside of the Methodist University?

Mr. WARNER. Alongside of the Methodist University. Eighteen hundred feet on either side of the avenue is owned by the Methodist University. Some seven years ago Massachusetts Avenue was condemned, and the Methodist University was assessed, on either side, benefits to the extent of \$11,000. Those benefits they have just recently paid, although there is no way in which they can gain entrance to their property fronting on Massachusetts Avenue. Mrs. Somers is just about to start the construction of the Mount Vernon Seminary on Nebraska Avenue here at a cost of approximately \$350,000; \$150,000 she obtains from the American Security and Trust Co.; \$100,000 is subscribed by Mrs. Hensley and herself, and the students of that university and alumni, of whom my sister is one, have subscribed another \$100,000.

Gentlemen, the value of this property on the assessment books of the District of Columbia is upward of \$800,000. This property would be directly benefited by the improvement of this street. The matter has been up before the commissioners year in and year out. The only objection that the commissioners have to it, as I understand, is that they did not feel that more than \$200,000 should be expended on county roads. I was talking with the chairman of the present board of commissioners last night in New York. Mr. Newman said that he hoped Massachusetts Avenue would be graded and macadamized.

Senator GALLINGER. Has the right of way been donated?

Mr. WARNER. The right of way has been donated in part and where it has not been donated it has been condemned, and benefits

have been assessed back against the property owners to the extent of some \$30,000 or \$40,000.

Senator GALLINGER. And those benefits in some instances have been paid and yet there is no development?

Mr. WARNER. All have been paid, but there is no development.

Senator DILLINHAM. To what extent did you say, Mr. Warner?

Mr. WARNER. The benefits?

Senator DILLINHAM. Yes.

Mr. WARNER. Between thirty and forty thousand dollars. I can not carry it in my head.

Senator SMITH. Contemplating the extension?

Mr. WARNER. Contemplating the extension of the avenue. I might say that the property along the avenue is assessed at from 18 to 30 cents per square foot, and these people have no way of gaining access to or egress from their property.

Senator GALLINGER. I am familiar with it.

Mr. WARNER. In addition to that, I might say that before Senator Dillingham was interested in the railroad extension there, which was largely for the benefit of the property owners in the university, property owners back here [indicating on map] contributed and paid to the District of Columbia amounts sufficient to build a roadway; and along came the railroad, changing the grade in some places 20 feet, and destroying the roadway which the property owners had built.

Senator GALLINGER. That is an ugly railroad going out Massachusetts Avenue.

Mr. WARNER. It is an ugly railroad, but in its present shape the property owners have no way of getting to their property. They have no benefits at all.

Senator GALLINGER. It seemed to me it might have been widened, and the railroad put on at one side of that beautiful avenue in place of running it right in the middle of it.

Senator SMITH. It is a street railway, is it?

Senator GALLINGER. Yes.

GRADING AND MACADAMIZING OF PORTLAND STREET.

Mr. WARNER. The other proposition that I want to speak to you about, gentlemen, is with respect to Senator Oliver's proposed amendment appropriating \$30,000 for the grading and macadamizing of Portland Street.

Senator GALLINGER. That is not estimated for, is it?

Mr. WARNER. That is not estimated for, and neither is this other.

Senator GALLINGER. This is over in Anacostia?

Mr. WARNER. This is in Anacostia. The amendment provides that \$30,000 shall be expended in grading and improving that street. \$10,500 of that amount has been put in the District appropriation bill by the House committee, and the reason why the entire amount was not put in was at the earnest solicitation of the engineer department that a year should elapse between the grading and macadamizing of this street. In answer to that I dare say there is no section of the country where conditions prevail as they do out here. This road would be of direct benefit to the employees and to the property of the Washington Steel & Ordnance Co., which I represent.

Senator GALLINGER. At Giesboro Point?

Mr. WARNER. At Giesboro Point. That corporation came to the banks of the Potomac some 10 years ago at the instance of Army and Navy officers, and they built a plant of a million and a half dollars. It has been in active operation for the past 10 years, running, I might say, 24 hours 6 days a week. They immediately started to get, or tried to get, permission from the District people to build a branch railroad down there, as they had no way of getting their help down there. It took them eight years, I might say, before Congress in its wisdom, over the protest of the commissioners, gave them this railroad down there. The steel plant built the railroad at an expense of some forty-odd thousand dollars, and turned it over to the Washington Railway & Electric Co. We have built a private roadway down from Trenton Street to the steel plant at the expense of the steel company, which, I might say, is used by all the truck gardeners and natives in that section. The disadvantage of that street is that the grade is 10½ per cent, almost too much to permit of any kind of traffic in wet weather. The grade on Portland Street, the maximum grade, would be 8 per cent. In addition to that, it makes almost a half a mile difference. At the present time this steel company is the largest employer of labor in and around the city of Washington, employing 3,000 hands. It is one of the largest taxpayers in the District of Columbia, and it has received no benefits of any kind in return for those taxes.

Senator SMITH of Maryland. Where do those laborers live?

Mr. WARNER. Senator, a large number of those laborers live in your State. This road would increase the efficiency of people coming to and from work. I will give you an example. Working in three shifts, of course, on the change of shifts there is bound to be congestion. We run those cars out there on 15 seconds' headway to accommodate those people coming and going. But still there is great congestion. A car ran off the tracks about two months ago. They have run off since then, but I am citing this as an example. One of those cars, filled up, carrying over a hundred passengers, ran off the track. It would have taken an hour or an hour and a half before they could have gotten that car back on the track, so they started to walk. Two of the men on that day slipped and fell and dislocated their ankles, and the company since that time has been carrying those men on their rolls. They are in no way responsible.

Senator SMITH of Maryland. What was the cause of the accident?

Mr. WARNER. Because there is no way to walk up there except on this right-of-way of the railroad. We warned the commissioners repeatedly, importuned them to please see that nobody was allowed to walk up there. We have even gone to work and at our own expense posted notices at either end of the road for men to keep off, but there is no possible way to keep them off in case of an accident. In all regulated plants it is the desire to have efficiency, of course, but there are bound to be accidents. When we have an accident down there of a serious character we have to send clear around the city to one of the hospitals to come down there through this dangerous roadway, down to the plant, and they have to do the best they can. Of course that would all be eliminated with the grading and improving of Portland Street. Where the accident is not so severe we have temporary quarters there where we can keep the men, either until the next morning or until they recover sufficiently to be brought here.

Senator SMITH of Maryland. Do you mean to say that the road that is now used in getting to and from this place is in such condition that it is a menace to life?

Mr. WARNER. I say that it is dangerous to life and limb for people to go down that Trenton Place road on wet days, or any other day or any other night, as far as that is concerned, because the commissioners recently changed the grade of Nichols Avenue, and it has precipitated wash on either side of this roadway of ours, and I should say in some places we have gullies of 8 or 10 feet.

Senator CURTIS. How many men do you employ there?

Mr. WARNER. Three thousand men.

Senator CURTIS. Running full capacity six days in a week, you say?

Mr. WARNER. Yes, sir.

Senator SMITH of Maryland. I take it that the benefits to the District of Columbia are greater on account of the amount of labor employed than the taxes they pay, a great deal. Do I understand you that they have never received any encouragement from the District of Columbia, that whatever improvements have been made with a view to getting their labor to and from these works have been done by themselves, and at their own expense, including this street railway, which they have turned over without any pay?

Mr. WARNER. Without any compensation whatsoever.

Senator SMITH of Maryland. Without any compensation to the railway company?

Mr. WARNER. Yes, sir. For years we ran a ferryboat across from the foot of Seventh Street to our plant. We charged the men 5 cents, and of course the ferry cost was more than 5 cents, but the company paid the difference. A few years ago Paul Bernard's yacht ran into this ferryboat and disabled it in such a way that we had to put it in dry dock down at Newport News, and we found that it would have to be there so long that we would have to find some other means, so we transported our men as best we could until the railroad was finished. Since that time we have discontinued the ferryboat, because it was disabled and cost really more than it was worth.

I might say, furthermore, that at the time Portland Street was condemned under the act of Congress the steel plant paid all of the benefits that were assessed against every property owner along there, because we did not wish to precipitate any ill feeling, although we were not compelled to do that. We paid for the moving of the houses, and we have told the commissioners that just as soon as this street is graded we want them to put in a sidewalk at our expense, anything to relieve the congestion that exists there at rush hours.

In answer to the assertion of the commissioners that a year should elapse between the grading and macadamizing of a street, I would like to submit that modern road building does not justify a year elapsing where there is no great amount of traffic. But over this roadway, when graded, there would be immediately traffic. I should say 500 vehicles a day would go to and fro. We have in our establishment there some 40 or 50 machines, that run from the Ford automobile to a 5-ton truck, and it is almost impossible at some seasons to get those machines up that hill. I took the subcommittee in the House down there, and it happened to be a rainy day. We were stuck on the hill, even in a Ford car.

Senator SMITH of Maryland. Did you go before the House committee?

Mr. WARNER. I went before the House committee and the House committee put in the appropriation of \$10,500 at the instance of the commissioners.

Senator SMITH of Maryland. What taxes do you pay?

Mr. WARNER. We pay over \$14,000 annually on our real property for the steel plant property alone.

Senator SMITH of Maryland. What is the amount of your pay roll?

Mr. WARNER. Of course, I am just speaking offhand, but I should say the present pay roll was something like \$52,000 a week. I might say in this connection, gentlemen, that it was necessary for us recently to enlarge the plant down there. Although we have 400 acres of ground, owing to this congested condition we went down Nichols Avenue a half mile farther and purchased 34 acres of ground, so that it would relieve this congested condition, and we are now expending over \$100,000 in improvements there on other ground, simply because we had to get on a thoroughfare.

The principal business that we are engaged in at the present time is the manufacture of ordnance. Before the war broke out we were manufacturing many kinds of high-grade steel—crank shafts for automobiles, and various kinds of foundry work.

Senator SMITH of Maryland. What is your business in normal times?

Mr. WARNER. Ordnance and high-grade steel. I might say that the plant down there and its personnel is second to none in the country, and that same applies to the European countries. Those in charge are recognized as experts in their line, and the high-grade steel, the block-steel industry in this country, is in its infancy, and whatever development takes place will be largely guided by the men who are in control, who are at the head of the Washington Steel & Ordnance.

Senator SMITH of Maryland. I take it for granted that it is a prosperous enterprise. As you have done all that you people can do in order to develop it, in making a street you feel that that it is something you can not do, even if you are willing to expend the money for it.

Mr. WARNER. We feel that we have spent over \$200,000 in beautifying our place there and building roadways of one kind and another, and building a wharf, but when it comes to connecting up a road of not more than 6,000 feet, passing through property on either side that does not belong to us, and in which we are in no way interested, when that expenditure simply calls for \$20,000, it is up to the abutting property owners or to Congress or to the local authorities, to give us at least that much assistance.

Senator SMITH of Maryland. I take it for granted you would have no authority to do this as a corporation?

Mr. WARNER. We would have no authority to do it.

Senator SMITH of Maryland. Even if you felt disposed to?

Mr. WARNER. Even if we felt disposed to. If the committee would like to go down there at any time, we should like very much to have you see what we are doing.

Senator SMITH of Maryland. I think we understand the situation.

**STATEMENT OF J. J. DARLINGTON, ESQ., WASHINGTON, D. C.,
REPRESENTING THE WASHINGTON GAS LIGHT CO.****COST OF GAS IN PUBLIC BUILDINGS.**

Mr. DARLINGTON. Mr. Chairman, on behalf of the Washington Gas Light Co. we would like to submit some considerations in respect to section 6 of the act. That provides that no part of any money appropriated by this or any other act shall be used for payment to the Washington Gas Light Co. or Georgetown Gas Light Co. for any gas furnished by them for the use of the public buildings of the United States or the District of Columbia at a rate in excess of 70 cents per thousand cubic feet.

We have three objections to that section. The first is that the Public Utilities Commission act reposes in that commission the power and duty of fixing uniform rates, and we would think it ought to be left to that commission to do that.

In the second place, the same public utilities act in paragraph 81 makes it a misdemeanor for the officers of these companies to furnish any person, firm, or corporation gas at a greater or less compensation than others. So it creates a question whether this would not lower the rate to everybody to 70 cents per thousand cubic feet.

In the third place, this identical provision, or one to the same effect, was passed by the House in connection with the legislative bill, was considered by the Senate committee, and the commissioners were interrogated about it. I read from page 10 of the hearing on the legislative bill:

Senator OVERMAN. How are you getting on with the gas company? Have you reached a conclusion?

Commissioner KUTZ. No, sir; but we expect to reach a finding as to valuation within three months, and by the 1st of July we anticipate that we will be able to present the valuation of our experts to the companies for a hearing, to determine the "fair value" of the property of the companies.

Senator SMOOT. Let me ask you if this provision in the House bill—

That is the one fixing it at 70 cents for public buildings—

in any way conflicts with the public-utilities law passed by Congress? Does it conflict with paragraphs 81 and 38 and 41?

Those are the ones that make it a misdemeanor to make any discrimination to any person in the price of gas.

Commissioner KUTZ. In a sense it does, in that it apparently takes away from the utilities commission a power that Congress has lodged in that commission; and I feel that the commission's hands would be tied with respect to that kind of service if, subsequent to the passage of the law, Congress fixed a price for a particular use.

Senator SMOOT. That is what I wanted to know of you.

Senator OVERMAN. Your idea is that it would be better to wait, and let the Public Utilities Commission fix it?

Commissioner KUTZ. Yes, sir; that it would be very much better to wait.

Without reading further, the Senate committee sustained that view, the provision was stricken out of the House bill, and the conferees acceded to it. This is a proposition to reintroduce it, not only as to the District, but in other acts, in which it has been expressly excluded. On those three grounds we think this particular section ought to be eliminated from the bill.

Senator SMITH of Maryland. Has there been any investigation by the Public Utilities Commission to ascertain what is a fair price?

Mr. DARLINGTON. It is stated here that by the 1st of July they will have completed their investigation.

Senator SMITH of Maryland. They are investigating now, as I understand.

Mr. DARLINGTON. Yes, sir.

Mr. REESIDE. Senator, I think their investigation is about completed. They expect to finish it in a few days. They have been working on it for a year or more, and it is about completed.

Mr. DARLINGTON. That, I think, is all I care to say.

Senator GALLINGER. After which time if that finding is accepted and litigation does not ensue, the Public Utilities Commission will proceed upon that basis to determine what a fair rate is.

Mr. REESIDE. To fix the rate.

Mr. DARLINGTON. And even if litigation does ensue the Public Utilities Commission act provides that the rate fixed by the commission shall be in force until the court disturbs it.

IMPROVEMENT OF SQUARE 857.

STATEMENT OF CHARLES W. CLAGETT, ESQ., WASHINGTON, D. C.

Senator SMITH of Maryland. Whom do you represent, Mr. Clagett?

Mr. CLAGETT. Mr. Chairman and Senators, I represent the property owners in square 857, bounded by Sixth and Seventh, L and K Streets NE., just a short distance from here.

We come before you on this proposition. On February 12, 1901, Congress passed an act for the elimination of grade crossings, and among the grade crossings to be eliminated was the Washington branch of the Baltimore & Ohio Railroad running for about 10,000 feet through certain squares to Winthrop Heights. In that act provision was made that the title should be taken in the United States, and that this property may be used for a street or avenue. As soon as the railroad was removed, the District of Columbia acting, of course, under authority of Congress, proceeded to improve all of that right of way, except that portion going through square 857, as West Virginia Avenue. Some little places they used as parkings, where it would not be proper to use it as an avenue, but it was improved as West Virginia Avenue, and the square was practically unimproved at that time. Builders proceeded to purchase the land surrounding that square, this 60-foot line running diagonally through the entire square. They erected substantial, neat, and modern two-story buildings, buildings to sell for \$4,000 to \$4,500, I assume, and represented that it was going to be opened as a street or avenue right through the middle. The property owners bought upon that representation, and relying upon the improvement of the balance of the street, assuming that this portion would be improved, and also the statement made in the appropriation that it may be used as a street or avenue.

Senator GALLINGER. Mr. Clagett, let me ask you this. Does the statute relating to the elimination of grade crossings in terms state that they shall be made into a street or avenue?

Mr. CLAGETT. It says "may be used." I was using that purposely because that was the language. The property owners, however,

were relying upon the construction of the act by the District commissioners in opening all the balance of that street as West Virginia Avenue, and assuming that they were going to open this, and, of course, relying upon the representations made by the builders, founded upon the language of the act.

Senator GALLINGER. They did open a portion of this territory?

Mr. CLAGETT. They opened all of it, 9,000 feet. There is about 900 feet of this. The title was taken in the United States necessarily, for the reason, as you know, Senator Gallinger, that the title of streets in the District is in the United States, because it was the intention of Congress that it should be used as a street or avenue.

About five years ago the District of Columbia, without any action on the part of Congress, established a property yard in that space, 60 feet wide, running through this entire square, for the storage of broken concrete, old bricks, and such rough material as that. There have been going into the square from 15 to 20 wagons a day. They use it for the purpose of breaking up their concrete, and the men who are employed to break it at so much a yard commence at half past 4 in the morning in the summer time, as soon as it is light enough to work, and keep it up until it is dark.

The people who live in that square are all property owners. There are only three tenants in there. All the others are men who own their own houses, and they have to keep their back windows shut in the summer time to keep out the dust and noise, and they can not keep it out that way. There is a great deal of profanity and obscenity used by the drivers of these teams and the men who are working in the yards, and it is almost an intolerable nuisance.

In that situation I was employed and took the matter up before Col. Kutz. The matter had been presented before that by the property owners, and there was a pile of papers of protest in the District Building. I took it up with Col. Kutz, and we proposed that they open it up as a street. We did not particularly care for that, but if they would just open up the necessary and usual alleys through that square, donate those alleys, the property owners in that square would pay them the fair market value—of course, it goes to the United States or the District, just as you see fit—of the property. Col. Kutz said that he sympathized very much with the situation of these people out there; that he realized they had gone under an impression that the street was going to be opened under the act; and that they had built substantial homes and were taxpayers, considerable taxpayers, and he had great sympathy for them, and that he would try to work out some scheme which would relieve them. I am trying to paraphrase what he said.

I proposed then that he prepare a bill to allow us to purchase the property. He had this plat made and drafted a bill to present to Congress to carry out the proposition to allow the property owners to buy this property at its full value, the District laying off, before it is taken, such alleys as they would deem proper. The bill was drafted in the office of the corporation counsel, the report was made to Col. Kutz, and the bill and the draft were presented to the commissioners and they approved it, and Col. Kutz, writing to me, said that if it was passed they were entirely satisfied, but they would not take the initiative, that I would have to take the initiative. At that time they put in this appropriation bill on page 28 a provision to establish

warehouse on one end of this alley for the electrical department, and he said of course if this goes through that will have to go out.

In that situation I went up to see Mr. Page, the chairman of the District Committee. Mr. Page said that he had completed his report and that he did not want to make any changes in it at all at that time. It had been gone into too late. But he said, "I can not speak for the other members of the committee, but I think I express their opinion. I personally am in favor of putting this appropriation in the bill, and you see Senator Smith, and I do not think you will have any trouble about it. The situation is certainly one that requires consideration." That is what he said about it. I have brought four or five of the property owners here.

Senator SMITH of Maryland. Please designate here on this plat what it is you want us to do.

Mr. CLAGETT. Here, running through the square, is this old right of way. On that old right of way the District has put up a wall with a gate in it, and they are hauling this concrete and old brick and all kinds of rough stuff in there and dumping it and mashing it up and hauling it out. They use it as a property yard or a storage yard and also as a manufacturing place for mashing up this concrete for use on the streets.

Senator SMITH of Maryland. Where has it been opened?

Mr. CLAGETT. When they came here [indicating on plat] the builders built all around the square.

Senator DILLINGHAM. On the north and on the east side?

Mr. CLAGETT. There are about three or four old houses that were there before, but they built up this square, relying on the fact that that would be a street through there.

Senator SMITH of Maryland. Do you mean just as it is?

Mr. CLAGETT. That was the old right of way. They were relying upon the fact that that would be opened up as a street. The balance of it, out there that way [indicating], was opened up as a street. Altogether 10,000 feet was opened up.

Senator SMITH of Maryland. This connects with a street that is already opened?

Mr. CLAGETT. Right east of Sixth Street there is a little parking. Then they would go ahead and run a street along. Pretty soon they would come to a place where it would bisect in such a way that it would not open up, and they would put a parking or something. About 900 feet in length and about 60 feet in width is what has been improved. What we want to do, and what Col. Kutz recommends, is to open up this alley. There is a public alley already, but open up an alley in there like that [indicating], and then sell to the property owners coming out to the alley all this land in here at the fair market value.

Senator DILLINGHAM. You mean the land within the right of way?

Mr. CLAGETT. Within the right of way. Sell it at a fair market price, which would be about \$11,000 to \$12,000.

Senator GALLINGER. But not open it as a street?

Mr. CLAGETT. Not open it as a street, because these houses in there take up all the ground. If you open it up as a street, as a matter of fact, it would just be the back yards through there, and it would serve no particularly useful purpose, because we run down there.

They could not open it any farther, and it would serve no useful purpose.

Senator DILLINGHAM. If sold to the owners of the houses on north I and south K, it would simply become the rear portion of their lots?

Mr. CLAGETT. The rear portion of their lots, and here they have very shallow lots.

Senator DILLINGHAM. That is to say, on north I Street they have shallow lots, and on south K Street they have shallow lots?

Mr. CLAGETT. Yes, sir.

Senator DILLINGHAM. At opposite ends?

Mr. CLAGETT. Yes.

Senator GALLINGER. Where does the title rest?

Mr. CLAGETT. In the United States. But the District paid one-half of it. The appropriation bill provided that the District should pay one-half, but the title is in the United States. We are very desirous at any time of taking some of you gentlemen who could afford to go over there to see the situation.

Senator GALLINGER. One member of our committee at least has been there, Senator Curtis, and we will take his word for it.

Mr. CLAGETT. Sometimes the situation is worse than at other times. It just depends on when they are doing much work. I would like to read a letter from Col. Kutz, and then I am through.

MR. CHARLES W. CLAGETT,
Fendall Building, Washington, D. C.

DEAR SIR: Referring to your letter of March 22 to the office of the engineer commissioner regarding the purchase of land included within the lines of the old right of way of the Baltimore & Ohio Railroad Co. through square 857, I am directed by the commissioners to advise you as follows:

The commissioners would not be averse to the passage of legislation by Congress authorizing them to sell such portion of this old right of way as may not be needed for the purpose of providing an extension of the alley system in said square, under certain conditions which are outlined in a draft of bill which they inclose herewith. The alley system proposed is indicated in color on the inclosed tracing.

Very respectfully,

THE BOARD OF COMMISSIONERS OF THE DISTRICT OF COLUMBIA,
By D. J. DONOVAN, *Secretary*.

Mr. CLAGETT. In other words, it all comes from the commissioners, and they say they are not adverse to it, but they would not make it their personal matter.

Senator GALLINGER. You never had a bill introduced, did you?

Mr. CLAGETT. No. A situation developed in the House, and I asked Mr. Page to advise me what would be the wisest thing. He said, "If you introduce a bill you can accomplish nothing, but if you would just cut out the enacting clause and put the substance of it in an amendment and take it over to Senator Smith, I am in favor of it, and I am certain Senator Smith will put it on the bill. But I can not do it, because my bill is already completed."

Senator SMITH of Maryland. Does the language, "such portions," meet your ideas?

Mr. CLAGETT. Such portions as might not be used for an alley. The idea in the bill, as I understand it, is to sell us all of it that is not used for an alley. It says:

Authorized to sell the land contained in the old right of way of the Baltimore & Ohio Railroad Co. within the limits of square 859 at a price to be fixed by the said commissioners, based upon the true value of the land as determined by the assistant assessors of the District of Columbia.

Provided that a certain portion of it shall be reserved for use of alleys.

Senator GALLINGER. Are you sure that if we should legislate in this way, the property owners would purchase this land?

Mr. CLAGETT. They have all agreed to do that with the exception of the three who rent, and Mr. Lynch and two or three other gentlemen have agreed to put up the money to buy that and to hold it in trust for a reasonable time to allow these people to take it.

Senator SMITH of Maryland. How about the parties who own the property of the three who rent?

Mr. CLAGETT. Those people who own the property have not shown any disposition to put up any money.

Senator SMITH of Maryland. But there is a guarantee on the part of the other property holders to furnish money sufficient to buy it all?

Mr. CLAGETT. To buy it all, and then hold it in trust for those people for a reasonable length of time—for a couple of years—so that they can extend to the alley. If they do not act in that time, then they felt they should not be compelled to hold it any longer, but would dispose of it; but really it would not be of any service to anybody except the abutting landowner.

Senator SMITH of Maryland. Could they not, holding the property as they do, simply refuse arbitrarily to grant it for the purpose that you are trying to get this through for?

Mr. CLAGETT. The deed will be made under those conditions, because the proposed amendment to the bill provides it shall be conveyed to certain persons as trustees, who shall hold it for the property owners.

Senator GALLINGER. Have you the draft of that bill which you say, at the suggestion of a Member of the House, striking out the enacting clause, would meet the necessities of this case?

Mr. CLAGETT. Yes, sir. It is all here. Here is the bill prepared by the commissioners; and I, myself, after talking with Mr. Page, prepared a bill like this: "After the word ———, in line —, insert" — then commence to quote:

The Commissioners of the District of Columbia are hereby empowered to sell, etc.

Senator GALLINGER. Will you put that in shape for the committee?

Mr. CLAGETT. I think it is in shape.

IMPROVEMENTS IN CHEVY CHASE, D. C.

STATEMENT OF MR. FULTON R. GORDON, WASHINGTON, D. C.

Senator SMITH. What are you representing?

Mr. GORDON. Mr. Chairman, I am a member of the Northwest Citizens' Suburban Association. I just want to say a few words about some improvements in Chevy Chase, D. C. I will be very brief and state my experience out there, so that you will grasp that the request I make is very reasonable. There is no selfish interest behind it.

Myself and the Chevy Chase Land Co., in Chevy Chase, D. C., have spent, out of our own pockets, about half each, in the neighborhood of \$500,000 building streets, sewers, water mains, and sidewalks, and making that a beautiful part of Washington. The increased income

of the city, the taxes—I am speaking now in generalities as near as I can—were about \$8,000 or \$10,000 for the territory where we have property, and they are now about in the neighborhood of \$100,000 a year. While we have been doing this, the Government has expended practically no money there for minor repairs, and we are not getting our share, not intentionally on the Government's part, but it has been overlooked, and I just want to ask for a few improvements there which are important.

There is one place on Morrison Street, Chevy Chase, where the street has broken away on account of heavy trucking, bringing in sewers and water. There is a pool of water there 5 feet deep, where a child was nearly drowned the other day, and if one was drowned you do not know what the parents might do under those circumstances, and we are appealing to the Government to fix that street. They are arresting men because there is water on the land and the Government lets the water collect on that street.

Senator SMITH of Maryland. Did you go before the commissioners in regard to it?

Mr. GORDON. I have just lately written them. There is also need for improvement on Livingston Street, but Morrison Street is worse than that. I will call the streets that ought to be improved. There is Morrison from Connecticut Avenue to Belt Road, McKinley Street from Connecticut Avenue to Belt Road, Livingston, and Legation. The total cost would not be over \$20,000, and it is very urgent.

Then, over on Broad Branch Road, I am spending \$10,000 now in lowering it and beautifying it north of McKinley Street, and that will complete Broad Branch Road from the District line to the park, except the part south of Morrison to the Carnegie Institute, which would cost maybe \$8,000, and it is a horrible street. It is one of the most important thoroughfares in Washington, and that ought to be done.

Gentlemen, in the main that is all I want to say, except I want to add this, outside of that. You have heard lots about the half-and-half. I am conscientiously interested in our city, and for no other reason I am opposed to the half-and-half. I have absolute faith and confidence in the gentlemen in the Senate and the House. Of course, there are some I do not agree with. If it is put up to them on honor they will look after the Nation's Capitol, and we will be treated right. All we taxpayers ought to be charged, I think, is to pay taxes for what we would pay were this an ordinary, every-day town of 400,000 people like Baltimore or any other city.

Senator GALLINGER. Do you think they pay excessive taxes now?

Mr. GORDON. In some cases. As a generality, I would say it is about right. There are many cases where it is very unjust, but that is not your fault.

Senator GALLINGER. Are you, then, in favor of the eight million and some odd thousand dollars that the District raised the last year being appropriated, and then adding three or four millions by the Government?

Mr. GORDON. No. I believe in general that the United States Government should pay about half. But the reason I am opposed to the half-and-half is simply because it has excited jealousy and misunderstanding all over the United States, and we should do away with it.

Senator SMITH of Maryland. All over the United States?

Senator GALLINGER. It has not reached our country.

Senator SMITH of Maryland. I want to say to you that I have never heard a man outside of the District of Columbia—and I have talked with many—who does not want this city to be made one of the most beautiful cities in the world. I have never heard any complaint whatever of a dollar that has ever been spent to beautify it. I have never heard any complaint of the amount the Government has paid in any way, directly or indirectly.

Mr. GORDON. I agree with you on that; but what I mean is that the misunderstanding was this: There have been a few politicians—and I want to say a very few—who have evidently used this as a political affair, to benefit themselves, and it has aroused some jealousy, no doubt, and all this strife which is hurting our city, and for that reason I am willing to abolish it and trust Congress and the Senate, and, just as you said, they will make it the most beautiful city in the world.

Senator CURTIS. When the citizens trusted the Congress, they were sadly disappointed and had to go to the half-and-half plan.

Mr. GORDON. We were satisfied with it until this terrible debate on the subject began hurting our town, and I would like to see the matter settled, and I am willing for it to be settled the other way.

Senator SMITH of Maryland. In this case the bill that was estimated for amounted to over \$15,000,000.

Mr. GORDON. Yes, sir.

Senator SMITH of Maryland. It is cut down to about \$11,000,000.

Mr. GORDON. Yes, sir.

Senator SMITH of Maryland. And the taxes of the District of Columbia are over \$8,000,000.

Mr. GORDON. Yes, sir.

Senator SMITH of Maryland. That would leave the amount for the Government to pay a little over \$3,000,000, about a third of the whole.

Mr. GORDON. That does not seem fair to me.

Senator SMITH of Maryland. That is the fact.

Mr. GORDON. Yes. That is in the House; that has not come before the Senate yet.

Senator SMITH of Maryland. It is before us now.

Mr. GORDON. I mean it has not been acted upon.

Senator SMITH of Maryland. No; but it asks both Houses to take that action.

Senator CURTIS. That is the proposition you have just indorsed.

Mr. GORDON. I understand the people of Washington have always felt that they were treated better in the Senate than in the House.

Senator SMITH of Maryland. The Senate can not take care of this alone.

Mr. GORDON. That is true.

Senator SMITH of Maryland. We have done what we thought was right. We are in favor of beautifying this city and making it a great city, but according to the amount that is appropriated here, there does not seem to be much progress in the beautification of the city.

Mr. GORDON. If they all feel like you do about it, I am sure it will be done right.

Senator GALLINGER. It will not take care of any of your streets in Chevy Chase.

Mr. GORDON. No, sir; and I wanted to tell you about that water pool, where a little child might be drowned any minute.

Senator SMITH of Maryland. You did not get the improvement, did you?

Mr. GORDON. No.

Senator SMITH of Maryland. You have asked for it?

Mr. GORDON. The commissioners did not recommend it. That is a thing that has come since their recommendation—the breakdown of the street. It is in our estimates.

Senator SMITH of Maryland. I want to say, Mr. Gordon, that I am not speaking in regard to the merit of your case, but there are other cases I have no doubt just as meritorious as yours that we have been prohibited from improving.

Mr. GORDON. I am sure of that. I thank you very much.

IMPROVEMENT OF INGOMAR STREET.

STATEMENT OF MR. FREDERICK J. HEIDER, WASHINGTON, D. C.

Mr. HEIDER. Mr. Chairman and Senators, I am a member of the Northwest Citizens' Suburban Association, and I was appointed as a committee of one to see if we could not get a little appropriation for a couple of blocks in Ingomar Street. This is in the section of Wisconsin Avenue and Belt Road.

Senator SMITH of Maryland. Did you make your wants known to the commissioners?

Mr. HEIDER. Yes. This was in our estimates.

Senator SMITH of Maryland. In your estimates? Is it in the commissioners' estimates?

Mr. LANCASTER. No. They were not included in their estimates. We filed our estimates with the commissioners.

Senator SMITH of Maryland. But you did go before the District Commissioners and ask for this improvement?

Mr. LANCASTER. Oh, yes.

Senator SMITH of Maryland. And they turned you down?

Mr. HEIDER. They did not recommend it.

Senator SMITH of Maryland. It is not in the estimate, and therefore they turned it down.

Mr. HEIDER. Yes. What I want to say in regard to Ingomar Street is that the street has been improved, sidewalks laid on one block and graded, all through private money, and there is about \$60,000 worth of building going up on these two blocks. It seems as though we have been paying taxes on this property, and it seems like we have done so much improvement with private money that the Congress ought to make an appropriation to give these people an outlet to Wisconsin Avenue. We went to big expense in grading it and all that, and we thought probably we might get this appropriation through. I suppose it would be about four or five thousand dollars. I guess that would cover it all.

Senator SMITH of Maryland. You are supposing. Has there been any estimate made by anybody as to the cost?

Mr. HEIDER. There has been an estimate made on Ingomar Street of \$5,000.

Senator SMITH of Maryland. By whom?

Mr. HEIDER. That is, the association had a committee appointed who thought that would about cover it.

Senator SMITH of Maryland. Did any builder of roads or streets make any estimate on it or is this just a guess on the part of the commissioners?

Mr. HEIDER. I suppose it is just approximating.

Senator GALLINGER. These estimates are usually made by the engineer commissioner, but no estimate is made for that by the commissioners, I judge.

Senator SMITH of Maryland. I do not want you to think that I want to discourage you, but I do not see how we could appropriate any money based upon a guess as to what it would cost to make a street. You would have to get an estimate made by the engineer commissioner.

Senator GALLINGER. And recommended.

Senator SMITH of Maryland. And recommended.

Mr. HEIDER. I suppose we just put it down at \$5,000 as approximate. I think that would just about improve it.

Senator SMITH of Maryland. We can not act on that. You do not know yourself that it would cost \$5,000, and no more and no less.

Mr. HEIDER. No; I could not say positively.

Senator SMITH of Maryland. It would be impossible for us to act upon a matter of that kind, in my judgment. I do not see how we could take any notice of it unless you get the commissioners to have an estimate made of the cost, and put it in the bill. We know nothing about it ourselves.

Mr. LANCASTER. I may say that if the committee wants an estimate, we can very easily get it. But this was sent down to the commissioners and gone over very carefully by the commissioners, and they made no objection to the amount, and this is printed, and we have gone over it very carefully, 100 men, and they are all practical men.

Senator SMITH of Maryland. One hundred men is too many to make an estimate. We want somebody who has the knowledge. As the matter now stands, I can not see that we can take any notice of it.

Mr. HEIDER. Garrison Street is about the same thing, only that I would like to state that there are a number of houses on there, and the street, as it stands now, is practically impassable. Every time it rains a branch runs right down through the middle of the street, and when we have wet weather in the winter and early spring it gets so that we can not get in there at all with anything.

Senator SMITH of Maryland. We are not saying it is not a meritorious request. We know nothing about it. But we do say we can not act on a proposition where there is nothing definite as to the cost and nothing recommended by the commissioners, and no estimate made for it.

Mr. HEIDER. We can get that.

STATEMENT OF MR. ROBERT SWAN.**COLUMBIA POLYTECHNIC INSTITUTE.**

Senator SMITH of Maryland. I believe you represent the Columbia Polytechnic Institute?

Mr. SWAN. Yes, Senator. I will be very brief. I realize the value of your time. Last year we came before the committee applying for \$5,000, which the Senate committee recommended, but it was thrown out in conference. The objection that was raised, we understand, was that it was not a good thing to put \$5,000 into the hands of a private institution, notwithstanding the fact that we are only a private institution because there is no other kind of institution for the blind in the District of Columbia, and never has been. We decided to lay aside that plea which the Senate so kindly allowed for us last year and applied to the District Commissioners this year for \$1,500 to be expended upon vouchers under the direction of the District of Columbia, guaranteeing that in order that the blind, who we desire very much should have employment, should receive a wage which we believe as low as any man should receive, namely, \$1 a day, that we ourselves would raise by our efforts, over and above that \$1,500, \$1,500 more, and would keep in steady employment at least 10 blind persons in the District of Columbia. All this we placed before the District Commissioners, both verbally and then, at their request, in writing, and we hoped that they would recommend it to the House, and that this could go through in regular form. But for reasons, of course not assigned to us, that was not done.

I called on Representative Page, of the District Committee of the House, after I found that it was not done, and he said he could do nothing, but I can only quote his phraseology. He said, "If you want to get it on you will have to get it on in the Senate." I said, "Yes; but what good will that do us, because you were opposed to us last year?" And all he could say was that he was a little softer this year. What softness is in a conferee I do not know. I hope he is soft enough to do what we hope for.

We have it in our memory that twice we have been appropriated for—once when we started, \$5,000, and again \$3,000 for specific purposes—and we are doing a good work. I am awfully sorry that the hearing comes so that the superintendent of the Maryland School for the Blind, who was most anxious to be here, can not be here to-day. He is in Overbrook, I believe. You gentlemen know that Washington children go to the Maryland School for the Blind; that we have no school for the blind, and the blind men and women who come over there are very many of them not capable of individual enterprise, any more than any other people are all capable of individual enterprise. I do not need to tell every member of this committee that right in Maryland we have the biggest, best workshop for the blind, I am quite sure, in the United States. I had the pleasure of being there about a week ago. There were 200 blind people employed there. Maryland appropriates \$15,000 annually to subsidize the wages, "to pay the handicap," as it is called, to pay those blind people, and Baltimore generally gives \$5,000. The District of Columbia has never done anything for the blind as a municipality, nor has it done anything in a general way, except two appropriations

which the Senate vouchsafed to us, and which were finally ratified by the House. We hope you will recommend that we have the \$1,500. We have not tried to get into the Senate, because we believed that they would be sure to recommend it. We tried to go through in the regular way, and it is not our fault that we did not go through in the regular way. The commissioners did not see fit to indorse the recommendation.

Senator SMITH of Maryland. Did you go before the District commissioners?

Mr. SWAN. We did.

Senator SMITH of Maryland. And you stated your case to them?

Mr. SWAN. I did.

Senator SMITH of Maryland. And they turned you down?

Mr. SWAN. Yes, sir.

Senator GALLINGER. I think your statement that the District did nothing for the blind is a little broad, and I want to have it in a little different shape in the record. Of course, the District sends the blind to other institutions in other States.

Mr. SWAN. I meant adult blind; that is what I meant, because I had just stated that of course the students go. The children's cases are all taken care of.

Senator CURTIS. Congress, too, has assisted in giving these people typewriting, printing, and things of that kind, and also the library for the blind.

Mr. SWAN. Congress gave \$5,000 toward what is known as the library for the blind.

Senator CURTIS. Why could not the two institutions, your workshop and the library for the blind, get together? I do not know that it is possible. I am just asking the question. Personally, I think both ought to be helped.

Mr. SWAN. I want to say this, if I may, that the reason why we could not possibly get together is this: The Columbia Polytechnic Institute and the majority of the adult blind people of the District of Columbia believe that there is no necessity for a library for the blind in the District of Columbia; that Congress has a library which circulates sufficient books, and that every State in the Union is in a position to take care of its own blind people from a library standpoint. The blind people of the District of Columbia are unalterably opposed to anything of a national character for the blind in any one city, and especially in a city like this, where there is not the slightest need of it, because there are at least to-day not less than 65, because I had the pleasure of listing them up less than two years ago for publication—there must be 80 libraries for the blind in the United States.

Senator CURTIS. Yet these people are sending books all over the United States.

Mr. SWAN. Yes, sir; and I did not wish to take up this question. But in many instances they are sending them out, and very many of the people who receive them do not receive them even in a type that they are thoroughly familiar with. You perhaps are not aware of it, but that library is using a type for its leading type—and the only type it is using is not in use in any school in the United States to-day—and it is not recognized as one of the best in the United States.

I did not wish to bring that question up at all; but that was why we could not cooperate, because 25 superintendents and leading educators of the blind consider that that thing should not exist, and we are of the same opinion, and therefore cooperation would be utterly impossible. Besides that, the institutions are of entirely different character, as you can readily see.

Senator GALLINGER. We have wondered sometimes, leaving out the supposition that you might perhaps apply to the library for the blind, why that institution and the institution of Georgetown might not unite.

Mr. SWAN. That would be extremely delightful to us, Senator, if it could be done.

Senator GALLINGER. They have a beautiful building there that they own.

Mr. SWAN. I think I have trespassed on your time before in stating that as a rule the majority of us who are employed at this institution believe that unless it shall be for the aged, or cases of extreme poverty, homes for the blind should not be filled any more than is necessary; in other words, we believe that the segregation of the blind, adult blind especially, unnecessarily, day and night, is not a good plan, and we believe that the blind man's or woman's place, where he can do his little part if he can, is in his own home, in order that that close brotherhood and fellow feeling that should exist between man and woman should exist between that blind man and his family. I do not know whether you know it or not, but very often a blind man or woman who is a member of a family, by reason of his having to go here and there and be housed and quartered, becomes almost a stranger to his own people, and it cultivates mannerisms; it spoils the life of a man or woman in many cases. I think you might say that we are not amiss in having aspirations and desires that we should live in our own homes if it be possible to do so, and at present the ruling at the Home for the Blind on R Street would be such that if our people were employed there they would have to live there. That is the only reason. It is not because we do not believe that the home for the blind is a great institution, and we do everything in our power to urge people to give it their support. We believe in it. We think it is good.

Senator GALLINGER. The members of the Polytechnic Institute live in their own homes, do they?

Mr. SWAN. Yes, sir.

Senator GALLINGER. Entirely so?

Mr. SWAN. No, sir; not entirely. You mean the people individually?

Senator GALLINGER. Yes.

Mr. SWAN. Only persons who are employees of the Columbia Polytechnic Institute. President Miles, who is with us this morning, lives there. He is a Connecticut man. But he pays board there just as you might pay board in a hotel. Some day we hope we will eliminate that, and he will have to live somewhere else.

Senator SMITH of Maryland. I think we understand, Mr. Swan, what you desire.

Mr. SWAN. I believe that is all, Senator, and I thank you very much.

BROOKLAND AND LANGDON SCHOOLS.

STATEMENT OF MR. J. N. NIGH, OF WOODRIDGE, D. C.

Senator GALLINGER. Mr. Nigh comes in reference to that school controversy to which I called the attention of the committee the other day, and we have heard from the superintendent of education and some other gentlemen.

Senator SMITH of Maryland. Are you here in an individual capacity, or do you represent any organization?

Mr. NIGH. Both. I represent the Langdon-Woodridge Citizens' Association, and am a special committee on the study of suburban schools in the District of Columbia.

I wrote you a letter, Senator, and sent a copy of it to Senator Gallinger and confided to his care last Wednesday some data that I had prepared, with photographs. I do not know whether they have been before the committee or not.

Senator GALLINGER. We have them all here.

Mr. NIGH. And a map that I prepared, the official map of the District of our section, marking the location of every house in that school section. Two of the photographs show the Langdon school buildings. One of them shows the school building located near the Olivet Cemetery on the Bladensburg Road that has been abandoned for six years, a good brick building. Mr. Oyster told me that it was under his administration that it was abandoned, and the reason was that they could not get any children to attend it. There were few in the immediate vicinity, and those who were, preferred to attend the Langdon school. Four of the photographs are made of the site proposed by the commissioners and the school board in Brookland. That was purchased with an appropriation that was made specifically, in the language of the appropriation, for the Langdon-Woodridge neighborhood, and proceedings were begun to obtain a site in Woodridge in accordance with the provisions of the bill passed by the Congress about three years ago. Mr. Selden M. Ely, the supervising principal of the schools of the fifth division, made a selection and submitted it to the school board, and after beginning proceedings to obtain the title to the land by condemnation, abandoned it, and nobody could understand why. The people of Woodridge, for whom it was thought the school was intended specifically by the language of the bill and the conditions obtaining, of the crowded school at Langdon, and the greater number of children in Woodridge attending the school—161 of them—thought that the site had been shifted at the instance of some influence unknown to them, and a new site selected, not in the Langdon-Woodridge neighborhood, but at Eighteenth and Monroe Streets, or between Monroe and Newton Streets in Brookland, the Sherwood addition to Brookland, a subdivision that has been developing for the last 15 years.

I have a prepared tabulated statement, prepared by the 13 teachers of the Langdon School, and signed by Selden M. Ely, supervising principal, dividing the whole school section in attendance, showing just where they live. There are 146 children attending the Langdon schools who live in Langdon; 161 children attending the Langdon schools who live in Woodridge; 46 children living in Avalon Heights,

east of the Bladensburg Road; 50 children living in Maryland, Mount Rainier and Hyattsville, and but 65 of the 506 children in attendance at the Langdon schools live in Brookland, where they propose to build a new eight-grade \$90,000 schoolhouse.

Senator GALLINGER. Eight-room.

Mr. NIGH. Eight-grade and eight-room. There are eight grades in the schools. I have a tabulated statement to the effect that in two of the grades there were but two children in each grade attending the Langdon School from that section where it is proposed to build a new schoolhouse. In three of the grades there were but three children in each grade living in Brookland attending the Langdon School, and the people there, the association, are objecting to being charged with an appropriation for the purchase of a school site for them that had been not credited to where it is going. Their contention is that the money has been applied to the purchase of a school site in Brookland that was appropriated for the purchase of a school site in Woodridge, and it is charged against the Woodridge community but Brookland is the beneficiary. They are objecting to that status, because they think it is unfair. They can not see why there is any necessity of a school in Brookland, there being but 65 children of the 506 children in attendance.

We have at Langdon two frame buildings. The school attendance has increased there in the past 10 years from 144 to 506, and teachers from 4 to 13. One hundred and sixty-one of the children in the lower grades, from the kindergarten up to the third grade, are put on half time in the Langdon School. There are six schools a day in six classes, the teachers teaching 161 children on half time, just the time of their lives when they are certainly entitled to all they can get in the way of school advantages, with the compulsory system of education in the District at any rate. But they are deprived of it. They are deprived of it by the conditions that obtain, over which they have no control. It was sought to increase the school facilities of the entire community to the end that it would afford these children an opportunity of getting what they are justly and rightly entitled to, but this situation does not relieve it any.

There is a reason for it. As you gentlemen are just as well aware as I am, Brookland is the head of Catholicism in the United States. The University is located there, and a great number of their population are of that faith and patronize parochial schools. That is the reason why there is no crowded condition in the Brookland schools, and our contention is there is no necessity for schools where there are no children. This site that has been selected is out in the middle of an abandoned farm. There is a dairy there. It has not been cultivated, but 150 years ago it was cultivated.

When Maryland was a colony under the English authority that was a cultivated farm, fronting on the Queen's Chapel Road, and has been in cultivation the greater part of 150 years because of the fact that it was low, on a creek bottom. It forms the bottom of the basin, the topographic basin, that drains hundreds of acres. It is the lowest point. The land might have been easily obtained—it is in the market—on either hand. There are two vacant blocks, and none of it is surveyed or platted. It is all farm land, waiting and being held for speculation, for improvement, for development. But there are two sites that were available contiguous to the site that was selected.

This was offered, because of the fact that it had not any value, to unload onto the authorities. One of the sites lying contiguous on the Newton Street side, fronting Eighteenth Street, is wooded, and has been for a great many years, large oak trees, and it has an altitude above the site selected of about 35 feet. On the other side, from Monroe Street to Lawrence Street, is an unimproved section, with a number of trees on it, and has about the same altitude that this site has on the north of it. But in the center there was the piece of property that was offered by real estate interests, by men who had it, offered through the Brookland or the Rhode Island Avenue Citizens' Association. They are members of that association, and are seeking to develop their property interests. They hold a great deal of the property there that has not been improved, has not been built upon, though it is platted, but hundreds of acres have not been platted at all yet. There are no streets anywhere except Eighteenth Street, which is the old Queens Chapel Road, improved on the front.

The map I have prepared here shows exactly the situation, the location of the Langdon schools and of the proposed new school, and the colored school over on the Bunker Hill Road in the same section, and the Woodridge School. This area marked in green is the proposed site, showing that there are no buildings anywhere on hundreds of acres there, nowhere in sight of the District of Columbia, not a house, not a child, where they are proposing to build this \$90,000 building. I show here the location of all the homes. The people who would patronize that school, you see, are living here, within four blocks or less of the Langdon School. All the children who live over there [indicating] are within four blocks of the Langdon School, and they are closer to the Langdon School, and are the natural patrons of the Langdon School site, more so than those who live in Woodridge. There is not a child in Woodridge who lives closer than six blocks and a half of the Langdon School.

Senator DILLINGHAM (referring to a map). What is that?

Mr. NIGH. That is the site that the citizens of Woodridge selected to have the schoolhouse located on. This is the site selected by Selden M. Ely, as having charge of the matter, and submitted to the school board and accepted, and this is the site they chose after the deal, or so charged deal, on the part of real estate interests, to have it located here in order to encourage the development of their property; not a schoolhouse for children, not a schoolhouse to meet the demands and necessities of school children, but a schoolhouse for the development of unimproved property held by real estate interests in the section out there, as everyone is perfectly familiar with.

The contention of these people is that the purpose of a school building is to afford facilities to children to attend school and acquire an education, and there is not anything that should interest our patrons, citizens, or Congress, as the generation that are now in attendance at school. The argument that was advanced before the committee of the House by the school board and commissioners was that they took into consideration the future; they were looking to future development. We know they were, and the people who were interested were the people who had the property there. But, as I am credibly informed by Mr. Ashford, the municipal architect, there are 14 frame fire-trap school buildings in the District of Columbia

that are overcrowded, and we have two of them on one side in Langdon, with 506 children menaced every hour of every day of school with the danger of fire, and the apprehension of a holocaust hurting the hearts of their mothers all the time. If you are fathers—and I presume you are—you will take those things to your hearts. My children are grown up and out of school. That is the only reason I am making any individual fight against this thing, and I have gone to the expense and trouble of preparing these things in order to make it comprehensive to the minds of Congress. The responsibility attaches to Congress, and I think we feel and appreciate that fact, and I think they appreciate my efforts as an individual in affording them an opportunity of understanding the situation. There have been too many things done in the District of Columbia where Congress did not know exactly what was being done, but done at the instance of individual or property development, and were, as a matter of fact, beneficiaries.

I have data prepared here and substantiated, and the facts themselves are apparent to anyone who will visit the site, and the pictures set forth exactly the situation as to the location of the site. My contention was that that site never was adapted to school purposes, and I am amazed, as others have said, that men of judgment, even if they had no experience—and they have not had in municipal matters, or matters of that character—should select a site that is as unhygienic, being as low as it is, and flat and damp, and always will be, and it can not be avoided and it can not be remedied.

Our people are asking for what they are justly entitled to, I think, facilities to afford the children an opportunity to get a schooling. That is all they are asking for. They do not object to Brookland having a school when they need a school, but they do object to an immediate necessity being set aside by the authorities who make these things into fact, and they are suffering an injustice and an injury, and certainly the parents of children have more interest at heart, and more interest at stake when they are there and must stay there and bring up their children, than men who are in the position that the school board and the commissioners are, only two or three years in their positions, or such a matter. They can not have the interest that the parents have.

I do not want to take too much of your time, gentlemen. I do not want to overtalk the matter. If you are interested, and would ask me any questions that you like, I think I have every fact bearing on the matter.

Senator GALLINGER. Mr. Nigh, I notice running through the literature that was put in my possession coming from you, you suggest several times that this location of this school building is due to a real estate bargain of some kind or other. You do not mean to say that the board of education or those in authority who advised the building on a site that you do not approve of have been in any real estate scheme, do you?

Mr. NIGH. Now, Senator, I am glad you asked that question. I am perfectly familiar with the history of the case, and I will recite to you just why that inference is drawn.

It was not my fault or the fault of the people on my side of the question that any such inference was drawn. Mr. Ely, as the supervising principal of that division, was ambitious, aspiring to succeed

Mr. Davidson when Mr. Davidson resigned as superintendent of schools of the District and went to Pittsburgh. He was a candidate for his position, and the proposition was put up, as we are creditably informed, by these real-estate interests in this Citizens' Association, which they dominated, offering, if he would abandon the other side that he had selected and accept this proposition they tendered, to indorse him as a candidate with a resolution of their association and secure the indorsement of the other Brookland association for his candidacy to the position to succeed Mr. Davidson as superintendent of the schools of the District. We are simply stating the facts, and the facts are so apparent, and were never denied, that everybody in that section out there was perfectly familiar with the situation, and a study of the situation itself makes them still more apparent. He came before the school board for election and was turned down, and Mr. Thurston elected. I met the gentleman several times and took exception to his treating the community in the way that he did, and he committed himself to me personally to this effect. He said, "Mr. Nigh, just as soon as we get a 16-room auditorium school building on this site, then I give you my personal assurance, as I have to others, that then I shall recommend and urge and do everything in my power officially to have a 16-room auditorium school building on the Langdon site," and I wanted to know why an immediate necessity should wait upon the other situation, where there was no necessity for a school building, and he made me no answer whatever.

That is the history of that transaction. The people there to the extent of 351 signed a petition to the commissioners protesting against the selection of that as a school site under the circumstances, and Mr. Harding promised that they should have a hearing. Mr. Newman simply pigeonholed their petition and denied them a hearing, and turned them over to the school board, who had already committed themselves without a hearing, and it was not expected that they would reverse themselves.

That school board took action through a subcommittee, the chairman of which, Mr. Ernest Daniel, is a real estate man, and affiliated and interested with other real estate interests and men in the District of Columbia, and he dominated the action of that school board and determined the selection of that site.

Senator GALLINGER. Is he interested in real estate in that particular locality?

Mr. NIGH. We do not know, but Mr. Edwards is, and Mr. Knopp is, and Mr. McDowell is, and the McLachlen Banking Co. are, and John B. Lord is.

Senator GALLINGER. But they are not on the board of education.

Mr. NIGH. They are not on the board of education, but they seem to have a friend in court. There is a real estate man who is on the board of education, and these things were determined in that way.

Senator SMITH of Maryland. According to your judgment, Mr. Nigh, the Commissioners of the District of Columbia have been influenced improperly. Is that your idea?

Mr. NIGH. We do not make any such charge. We are simply citing the facts. We simply say that here these things were done, and they were done in the face of these conditions, and these conditions obtained, and we can not, with analytical minds, do otherwise

than draw a deduction or an inference from these things. Every mind will do that sort of thing.

Senator SMITH of Maryland. According to your argument, the school board has been improperly influenced, and the District commissioners have been improperly influenced.

Mr. NIGH. Only one of them.

Senator SMITH of Maryland. I understand, but he is the chairman of the board.

Mr. NIGH. He was chairman of the board.

Senator SMITH of Maryland. And this improper influence has been brought about by real-estate owners who wanted to dispose of this property. Is that what we are to understand?

Mr. NIGH. They want to develop it. They are developing and improving and building.

Senator SMITH of Maryland. And they have brought about an influence upon the school board, who, as I understand, have no interest pecuniarily whatever in this?

Mr. NIGH. Not that we know of.

Senator SMITH of Maryland. And also have exerted an influence over the head of the District of Columbia commissioners in order to gratify real-estate owners?

Mr. NIGH. We do not know that.

Mr. SMITH of Maryland. That is the impression that you are endeavoring to make upon our minds.

Mr. NIGH. There can not be any other inference drawn in view of the facts relating to the whole circumstances. We have made every endeavor to know and to have a reason, but no reasons are given. There is the paramount necessity of a school on the Langdon site, and certainly it will appeal to the minds of you gentlemen that there is no necessity of a school out in an old field where there are no homes and no children, and the 65 children so decidedly in the minority, a school to be built and maintained with eight teachers. It can have no other specific purpose than the development of the land.

Senator SMITH of Maryland. Without desiring to interfere with your argument, I for one am very loath to believe that these gentlemen of high character, men who have been put in these positions for the purpose of doing their duty toward the citizens of the District of Columbia, would be influenced by an improper motive such as you have endeavored to create.

Mr. NIGH. And so am I.

Senator SMITH of Maryland. They are men who stand so high. Mr. Blair, for instance; what interest has Mr. Blair?

Mr. NIGH. None whatever; and I do not understand why he is so interested.

Senator SMITH of Maryland. Mr. Blair has no pecuniary interest in school matters. He gets no pay for what he does.

Mr. NIGH. Not the least.

Senator SMITH of Maryland. And he is a man, from all I can judge of him, of excellent ability, a man of unimpeachable integrity, and when he comes to us and tells us that this is his judgment and the judgment of the school board, what are we to do? We have to depend upon these people, who are appointed for these specific purposes, to direct us individually as Members of the Senate. We have not the knowledge of conditions to enable us to act upon these matters, and whose opinion are we to take if not of men of that character, and men

who have been appointed to recommend and to establish these various schools in the District of Columbia?

Mr. NIGH. Would you assume, Senator, that even the school board or the commissioners have more interest at stake than the citizens of the community who are the patrons of the school?

Senator SMITH of Maryland. That may be true, but somebody has to decide these matters between individuals who want locations in one place and locations in another place. I am not saying that you are not perfectly sincere in what you are saying here, and that it is your conviction, but it seems that the impressions that have been made upon those who are in authority seem to differ with yours in this matter.

Mr. NIGH. I would not put up an argument in opposition, and I would not ask the committee to entertain an argument in opposition on either side of the question, but here are the facts submitted. Have they submitted any data? Here are the facts substantiated by the school authorities, regardless of what the acts have been. I know that members of committees of school boards and members of legislative bodies—I have had some legislative experience myself—give very little attention to these matters personally, and their judgment is shaped and their act is shaped by the representation made by someone who has investigated the matter and makes a report, and the whole is consummated in the action of the whole committee as an indorsement of the finding of that particular board.

Senator DILLINGHAM. Do you expect that this territory owned by these gentlemen that you mention having exercised this influence is likely to be occupied soon and built up? Is the city extending in that direction?

Mr. NIGH. They are expecting it to.

Senator DILLINGHAM. Do you expect it to?

Mr. NIGH. The development now is not in that direction. There is not a house in all that section, not a new house from the school site to the District line, not a single house. The development is this way. In Brookland on Twelfth Street and Rhode Island Avenue, there is a Philadelphia syndicate who are now building a block of 92 houses. There is where the demand is going to be for a Brookland school, in South Brookland, and not over here. They are building more homes there now, within the past 18 months, than there are in east Brookland, and, in addition to that, there are other developments. The development seems to stay close to Rhode Island Avenue. It is on the hill, and all this land is over in the valley, over in the bottom, where people do not make homes. They have not been so far induced to make any homes there, with whatever advantages they might set up as a claim. But here comes the purpose again, if we can get a schoolhouse in here, and the homes will follow, the streets and sewers and lights and water, then it will create a demand for our property. They hold the property. I have heard the statement made in the citizens' association in the Sherwood Presbyterian Church out there by these very men I make the charge against. John L. Knopp spent a night drumming up attendance for a meeting there in his own behalf and the real estate interests to secure this site in opposition to everything that was said and done. Those are the facts in relation to the matter.

Senator GALLINGER. Mr. Nigh, just one other question. In one of your communications you stated that if the schoolhouse was

located where it is proposed to be located, a great many children would have to walk a mile to get to it. Other gentlemen have been here, and one of them submitted a map which would indicate that the extreme distance would be a little over a half a mile.

Mr. NIGH. I will say this, there is the land and here is an official map. As I have indicated by the tabulated statement, that substantiates my facts on the part of the supervising principal and the teachers, telling just where the children live. There are children in attendance now in the Langdon School who are walking a mile and three quarters, where there are no improved streets and no improved sidewalks. The closest home in Woodridge to this school is from Eighteenth Street south to Rhode Island Avenue, and east. It is more than three quarters of a mile. The argument was put up that as the crow flies they would not have to go over half a mile. But children out there do not go to school as the crow flies, and there are a great many streets that are unimproved. They have to zigzag around, and the streets are in a horrible condition. I have been a resident out there for 15 years, and I think there is not a congressional district in the United States that has as bad streets as that section of the District of Columbia. They have been neglected for some reason, we do not know what. I think Senator Gallinger was interested in a bill that I had prepared and brought before Congress seven years ago, and they authorized the improvement and opening of Franklin Street, but Franklin Street, in all of these seven years, after the property had been condemned, assessments made, and the people indemnified who owned that which had to be purchased by the process of condemnation, and sewers put in, and gas mains laid, and water pipes laid—I say, Franklin Street stands there, simply because there is no disposition or any real estate influence to urge a disposition on the part of the commissioners to improve that street. And yet the Federal property out there, the reform school, that has \$250,000 worth of improvements to-day, is placed in jeopardy because of that very fact, and has been all of these years. Congress appropriated \$25,000 for the building of a fire department out there that is located in Langdon, and about \$14,000 annual cost of maintenance, and about sixteen to eighteen thousand dollars cost of equipment, and yet that fire department could not get to one house in four in that whole section, and could not get to the reform school without going over a railroad track that has taken a dozen lives and destroyed a dozen horses since I have been there, within two blocks of my home, and crossing a grade level at the Corby plant, one of the largest plants in the District of Columbia, where they have not anything but a private roadway to get through, and run in a zigzag way around.

I understand there was a loss of about \$80,000 there before that stimulated the idea of the building of a fire department out there as much for the protection of the Federal property as for the homes of the people. Yet it does not do either. It could not do either, because it can not get there. This project of a street completed, a bridge over the railroad, makes the fire department accessible to the Reform School, and makes it accessible to all of the homes on that side of the city there without any jeopardy. There is no reason at all, because it goes over a good road and the way is all open.

I took the matter up with Commissioner Kutz. They had an idea in their heads that it was of more importance to make a recom-

mendation for an appropriation of \$17,000 or \$17,500 for the opening of Rhode Island Avenue, when there are no homes on Rhode Island Avenue. There is the District line [indicating]. The Government is not building roads in Maryland, and the Maryland authorities, even if they have committed themselves to continue the road to Hyattsville, can not commit their successors, and they have not made any appropriation contemplating that improvement. Yet I say, and I say without any fear of successful dispute, that our authorities are simply a little limp in the exercise of judgment, as is manifest to almost anybody who is familiar with the situation. This is another case where it certainly is the duty of the citizen to call these matters to the attention of the committees of Congress, that they may act intelligently on these questions.

Senator GALLINGER. Did any member of the House committee visit the territory and examine it?

Mr. NIGH. Yes, sir. Mr. Page went there and looked it over.

Senator GALLINGER. Mr. Page is quite in the habit of doing that.

Mr. NIGH. And I would be glad if you gentlemen would consult Mr. Page. The facts set forth the situation, and it would be a very much more impressive thing to you if you should happen to see it.

Senator GALLINGER. But notwithstanding Mr. Page's visit, we are confronted with this proposition, which does not meet with your approbation.

Mr. NIGH. It failed there, and then they make every effort, as in matters of that character, and it is brought before the committee of the Senate in order to frustrate the purpose of the other end and bring the matter of a consummation in their interests as they desire.

Senator SMITH of Maryland. Have you anything further to say, Mr. Nigh?

Mr. NIGH. No. I think I have said enough; perhaps too much.

Senator SMITH of Maryland. We will take into consideration what you have asked us.

Mr. NIGH. We are only asking justice, and we expect to get it. We could not expect anything else from the committee.

Senator GALLINGER. Do you live in that vicinity?

Mr. NIGH. I have lived out there for 17 years.

Senator GALLINGER. How near to the proposed site of this school?

Mr. NIGH. About three-quarters of a mile. I live at the corner of Twenty-sixth and Franklin Streets, in Langdon.

Senator GALLINGER. How do you reach your residence from here?

Mr. NIGH. You get off of the Rhode Island Avenue line and go down Mills Avenue to Franklin Street, and just a block east, on the corner.

Senator GALLINGER. I simply wanted to ascertain that for personal reasons.

Mr. NIGH. If at any time I can be of any further service to you, I would be pleased to.

Senator GALLINGER. We will call on you if we desire any further information.

Mr. NIGH. I think you will find every statement I have made substantiated by the fact, and I have the documents and the proof, and it terrorizes some people; but I think that is the way to do things.

(Thereupon, at 1.22 o'clock p. m., the subcommittee adjourned.)

SATURDAY, JUNE 24, 1916.

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met at 11 o'clock a. m.

Present: Senators Smith of Maryland (chairman), Gallinger, Dillingham, and Curtis.

Senator Francis G. Newlands, of Nevada; Senator James H. Brady, of Idaho; Col. W. W. Harts, United States Army; George C. Aukam, judge of the municipal court; Michael M. Doyle, judge of the municipal court; Chapin Brown, J. Spalding Flannery, M. C. Hazen, Harold E. Doyle, James G. Langdon, J. S. Tufts, and others, appeared.

NATIONAL TRAINING SCHOOL FOR GIRLS.

STATEMENT OF CHAPIN BROWN, OF WASHINGTON, D. C.

MR. BROWN. If the committee please, I have been a trustee of the National Training School for Girls, as it is now called, ever since it was created by act of Congress, and I am at present the president of the board of trustees of that institution. As you will remember, it is a Government institution to which all of the female criminals under 18 years of age in the District of Columbia are sent, and also, by act of Congress, all of the female criminals committed by the United States courts for United States offenses can be sent there.

Two or three or four years ago there was quite a sentiment here to have a white girls' reform school. As it is now, the act creating the National Training School for Girls specifies simply that it is a training school for girls. As a matter of fact, although I am from the North, having been born in Maine, I have never been willing to have the two races mixed.

Congress, in the appropriation bill, provided for an investigation as to whether or not there was a necessity for a white school. That matter was investigated by the commissioners, by the Board of Charities, and we were conferred with, and the juvenile court also was asked its opinion of it, and it was the unanimous opinion of the commissioners, and their recommendation to Congress, that a white school should be established, or a school for white girls, in connection with the National Training School for Girls.

The judge of the juvenile court is a member of our board of trustees; and after careful consideration we recommended last year to the Attorney General—we are under the Department of Justice, although we come in the District appropriation bill—that an appropriation of \$20,000 be made for constructing and furnishing a building or buildings for white girls.

SENATOR SMITH. How many thousand dollars?

MR. BROWN. \$20,000. We have now 10 white girls. Since we determined to send them out there about six months ago, 10 white girls have been sent there, and except when they are gathered for religious services we keep them separated from the colored girls.

That recommendation was approved by the Attorney General in his report to Congress, and also by the commissioners. It seems to me that it is quite important to have that appropriation inserted.

I was surprised when I found that the House did not do it, after it had been so thoroughly investigated.

That is all I want to say on that subject.

Senator SMITH. How many have you in this school altogether?

Mr. BROWN. We have about 90.

Senator SMITH. How many are white?

Mr. BROWN. We have 90 in the school, but we have about 150 on probation throughout the city.

Senator SMITH. Do you mean to say there are only 10 white girls in the whole school?

Mr. BROWN. Only 10 white girls in the whole school.

Senator SMITH. Is it a colored school?

Mr. BROWN. No; it is not. The race or the color is not specified in the act.

Senator SMITH. And yet, out of 150, only 10 are white?

Mr. BROWN. Only 10 are white. Of course we only determined about six months ago to send them there, and those have all been committed by the juvenile court since that time.

Senator GALLINGER. I am familiar with the institution. They have never encouraged the sending of white children there. In fact, there were not any there when I visited the school.

Mr. BROWN. No.

Senator GALLINGER. There was not a white girl there.

Senator SMITH. Is there any other school for the whites?

Mr. BROWN. There is no other school for the whites.

Senator SMITH. Where do they send the whites?

Mr. BROWN. They have been sending them, in violation of the law, to the various charitable institutions around here. Sometimes they have had to send them to Baltimore—to your State, Senator Smith—to provide proper places for them. There is no question but that we ought to have a building for white girls here; and our idea is to have it separated from where the colored girls are now, just across a narrow road, on United States land.

Senator SMITH. You have ground already, have you?

Mr. BROWN. This school was placed upon the reservoir land, out at the District line and the Conduit Road. We separated that. There are three or four hundred more acres that are not used at all by the Government. People do not know about it, but there are three or four hundred acres right across the road; and we have no doubt that the Secretary of War will give us the privilege of erecting the new building there, so that it will be separated just enough to keep it distinguished from the other buildings. It is a matter to which we have given very careful consideration; and the board of trustees is made up of very responsible people.

Senator SMITH. You say that when these white girls are brought before the juvenile court they are sent to some charitable institution?

Mr. BROWN. They have been heretofore.

Senator SMITH. This is a reformatory, is it?

Mr. BROWN. This is a reformatory.

Senator SMITH. And as the matter now stands, it never has been considered a reformatory for white girls? Whilst they have the privilege of sending them there, they were not sent there?

Mr. BROWN. They were not sent there.

Senator SMITH. You only have about 10 out of 150?

Mr. BROWN. We only have about 10 out of about 90 that we have in the school. We have about 150 out on probation, and we have probation officers that visit them all the time. It is a school that is run in pretty good shape, as Senator Gallinger knows. The recommendation of the board of trustees, after they have made the investigation that they have, it seems to me ought to be acted upon; and I was really surprised to find that it was not.

Senator SMITH. Does the court designate to what charitable institution these children shall be sent?

Mr. BROWN. Yes, it does; but as a matter of fact they can not send a girl under 18 years of age anywhere else in the District of Columbia, unless she is indicted for murder; and the United States courts throughout the country, by act of Congress, have the right to sentence girls there. We had one sent us from Oklahoma a short time ago. We have had them from other parts of the United States.

Senator SMITH. I know; but there are various charitable institutions here to which these white girls are sent when tried by the juvenile court, I suppose?

Mr. BROWN. Not now. Since that matter was thoroughly discussed, the judge of the juvenile court has not sent any white girls anywhere except to this institution, and there have only been 10. There is only about one a month, at the most.

Senator SMITH. Then it has been only recently that any white girls have been sent to this institution, and that has been done under the present judge?

Mr. BROWN. I will say that we tried it about 10 or 12 years ago, and we found that we needed the room so much for the colored girls that we just asked the courts not to send them there, after conference with them, on the ground that we did not have the room to receive them without mixing them with the colored girls.

Senator GALLINGER. Mr. Brown, the commissioners have included this in their estimates at \$15,000. You suggest \$20,000. Would \$15,000 give you an adequate building?

Mr. BROWN. We could get along with \$15,000. - All we want to do is simply to satisfy this demand. Twenty thousand dollars would be a reasonable amount. We have to furnish it. That includes the furnishing, too.

Senator GALLINGER. It occurred to me that \$15,000 is a rather small amount for a new building.

Mr. BROWN. Yes; we ought to have \$20,000. When you made an appropriation for the last building we saved about \$11,000 out of \$60,000, so that we do not waste anything; and we have a portion of that left over now. They have allowed us to spend that on the grounds. We try to do our duty with that school and with the public. That is all there is to that.

We also ask for an appropriation for an administration building, separated from the other buildings. We have a new superintendent, and it was her idea that the school could be administered better if they had a separate administrative building. That, however, is not as urgent as this other matter. We also ask to have the salary of the superintendent increased from \$1,200 to \$1,600.

Senator GALLINGER. Could you not give your superintendent quarters in this proposed new building, if you get it?

Mr. BROWN. We probably could arrange that. This other matter is such a necessity that if we could get it we would forego a good many of the others.

I have drawn up an amendment showing how I think the bill ought to be amended so as to cover that matter. The proposed amendment is as follows:

AMENDMENTS RECOMMENDED TO DISTRICT OF COLUMBIA APPROPRIATION BILL
(H. R. 15774).

Amend lines 24 and 25, page 72, by changing "\$1,200" to "\$1,600," so that it will read: "Superintendent, \$1,600."

Insert after line 4, page 73, the following:

"For additional building to be used for administrative purposes, \$10,000; for additional building or buildings, and for furnishing the same, for white girls, \$20,000, which building or buildings may, with the consent of the Secretary of War, be erected upon the land now used in connection with the Washington Aqueduct at the boundary line of the District of Columbia and the Conduit Road; otherwise they shall be erected upon the land now used for the school. And authority is given said Training School for Girls to pay out of the past appropriation for the fiscal year ending June thirtieth, nineteen hundred and sixteen, the sum of \$83 to the teachers whose property was stolen and destroyed."

CHAPIN BROWN,
President Board of Trustees.

MUNICIPAL COURT.

Mr. BROWN. Now, Mr. Chairman, I want to speak of another matter, not officially. I consider that I am speaking now *pro bono publico*, as a public citizen. I have practiced law here for 38 years; and in connection with Judge Dillingham, who helped us very much at that time, I was instrumental in establishing what is known as the municipal court. That court has given entire satisfaction. I am general counsel of the chamber of commerce, and I know they recommended that the municipal court should be created, and I know it has given general satisfaction.

Senator GALLINGER. That court took the place of the old justice of the peace system; did it not?

Mr. BROWN. It took the place of the old justice of the peace system. When they had the justices of the peace the fees were practically the same as they are now, and they are the very minimum. They are very, very small. The cost of litigation in that court is practically nothing when you compare it with the costs in the other courts; and the municipal court does 75 per cent of the civil litigation, too. We have a competent corps of judges.

Senator GALLINGER. What amount do they turn in to the Treasury now?

Mr. BROWN. They turned in \$17,000 last year, and a corresponding amount the year before, and so on. So that you are not using anything except the money that comes from the litigants in appropriating the salaries of these people.

When the municipal court was started, the salaries were put down at \$2,500. It is the unanimous sentiment of the bar that the salaries ought to be \$300 a month to get competent judges, and the House appropriated \$3,000. They increased it; but \$3,600 is the minimum amount that ought to be paid to those judges. They are competent judges—as competent men as you can get; and I do not believe we

can hold these men if we do not increase their salaries to a living amount. The House increased the salary to \$3,000. The commissioners recommended \$3,000, but when they got before the committee they showed that they wanted it to be placed at \$3,600, and practically said so, in recommending the \$3,000. They said that that was not enough. I have practiced actively here, as I have said, for years and years.

Senator SMITH. What is the maximum amount involved in litigation before the court?

Mr. BROWN. The maximum amount involved in litigation before that court is \$500, but there is a bill now before Congress and a demand to increase the jurisdiction, and we have got to do it. It takes on the average about three years before you can get a trial in the upper court. If I bring a suit now, there is no possibility of trying it for a year from next winter. We have got to increase the jurisdiction of that court and give them jury trials.

Senator DILLINGHAM. How long has it been since there has been an increase in the number of judges of the Supreme Court of the District of Columbia?

Mr. BROWN. Oh, it has been 12 or 14 years. It has been a very long time.

Senator DILLINGHAM. I know they are tremendously overworked.

Senator SMITH. How many municipal judges are there?

Mr. BROWN. There are 5, and that number was cut down from 11 justices of the peace that they formerly had. At first they cut it down to six.

Senator SMITH. Have you no justices of the peace?

Mr. BROWN. We have no justices of the peace here. They take the jurisdiction of the justice of the peace, from \$1 up to \$500.

Senator SMITH. Have you police justices here?

Mr. BROWN. Yes; they receive \$3,600 a year, and these judges ought to receive more than that.

Senator SMITH. But, I say, have you any police justices?

Mr. BROWN. Yes; we have police justices, too.

Senator SMITH. What do they receive?

Mr. BROWN. They receive \$3,600 a year.

Senator SMITH. The police justices?

Mr. BROWN. Yes, and it requires much greater legal ability to perform the duties of this office. The \$3,600 is too small, but we do not want to ask for too much.

Senator SMITH. \$3,600 is a pretty fair salary. If you go to various cities, you find that that is about what the judges there get.

Mr. BROWN. That is what they get; but no judge who performs these duties gets anything lower than that, as was shown by the debate in the House. I had a case tried before them some time ago that really involved \$15,000, although there was only one month's rent at issue, under a lease, I think, of \$250 or \$300. At any rate, it was a five years' lease, involving ultimately \$15,000. That was a test case, and it governed the question whether or not they could ever recover. They have those important matters before them. They have all the landlord and tenant matters.

Senator SMITH. I thought you said \$500 was the maximum.

Mr. BROWN. \$500 is the maximum; but if you have a lease at the rate of \$500 a month, and sue on the lease, that comes under their jurisdiction.

Senator SMITH. The time involved would bring up the total?

Mr. BROWN. Yes; the time involved would bring up the total, and this was a matter that settled the whole question of the five years' tenure under that lease. They have those important questions before them.

Senator GALLINGER. What is the volume of business transacted in that court? I mean, what is the number of cases?

Mr. BROWN. Here are Judge Aukam and Judge Doyle. I have asked them to come here. They are two of the judges of the court. I wanted you to see the judges they have down there. Judge Aukam has been a judge for 12 years, and Judge Doyle has been a judge for 5 or 6 years. Can you tell, Judge, the volume of business?

Judge AUKAM. It amounted to about 125 cases a day a year ago, Senator. It has probably increased since that time. I am speaking of the average.

Senator SMITH. Before the five judges?

Judge AUKAM. Yes, sir.

Senator SMITH. That would be about 25 before each judge.

Mr. BROWN. About that. They do all the business. It looks like one of these county courts down there. All the automobiles in town are around there in the morning. The last case I tried there took three weeks.

Senator SMITH. Do they try criminal cases?

Mr. BROWN. No; they do not. They are all tried in the criminal courts.

Senator DILLINGHAM. I should like to ask Judge Aukam about what proportion of those entries are tried.

Judge AUKAM. A great many go by default. I suppose about a third of them, possibly, are tried.

Mr. BROWN. But you can see the advantage of that. They go by default because they are brought right to the bar of justice; whereas if you sue above you generally do not get that result for two years. You have to wait. When they have to come to trial, they will let the cases go by default, in many instances.

Senator DILLINGHAM. I asked the question because I did not see how otherwise the judges could dispose of so many cases.

Mr. BROWN. That is the way they do, because you can bring them right to the court of justice.

I am very much obliged for this hearing, Senators.

Judge AUKAM. I should like to say that our work is kept up to date.

Mr. BROWN. It is most satisfactory. The action of Congress in establishing that court was the best work it ever did; and we are trying to have the jurisdiction enlarged.

KLINGLE FORD VALLEY AND WOODLEY ROAD.

STATEMENT OF HON. FRANCIS G. NEWLANDS, A SENATOR FROM THE STATE OF NEVADA.

Senator NEWLANDS. Mr. Chairman, there are two measures pending in the Senate Committee on the District of Columbia involving the same neighborhood—one for the condemnation of land for highway and park purposes, to preserve the Klingle Ford Valley, intro-

duced by the chairman of the District Committee, Mr. Smith of Maryland, and the other, introduced by Mr. Martin of Virginia, providing for the widening of Woodley Road between Thirty-fifth Street and Wisconsin Avenue. Senator Brady, Mr. Parmalee, of Cleveland, Ohio, and myself, have very considerable interests in the neighborhood of these proposed improvements; Senator Norris has a residence in that vicinity, and he is very much interested; and the others interested are for the most part the owners of what is called the Massachusetts Avenue property, which has been improved beyond Rock Creek by them at an expenditure of some \$700,000, and a number of small proprietors in Cleveland Park, who are quite interested. The result has been that after a hearing before the subcommittee of the District Committee of which Senator Saulsbury was chairman, he requested Col. Kutz, the engineer commissioner—

Senator GALLINGER. Just one question at that point. Is this proposition to acquire the Klinge Ford property along the line of bills which have been introduced several times in the Senate?

Senator NEWLANDS. Somewhat modified as to the amount of expenditure; yes.

Senator GALLINGER. The committee recommended it a couple of times, you know.

Senator NEWLANDS. Oh, yes; it was recommended by the Senate, put in the Senate bill, and passed, so far as the Senate was concerned; but the House, I believe, refused to concur. That relates to the Klinge Valley improvement.

At the meeting of the subcommittee of the District Committee the other day, Senator Saulsbury requested Col. Kutz, the engineer commissioner, and Col. Harts, the Superintendent of Public Buildings and Grounds, to confer together with a view to recommending a plan that would meet, as far as practicable, the views of all those interested in the vicinity, of course having a view to the public interest first, and that would involve as small a taking of land as possible. They have been consulting together; and I should like to have you listen to Col. Harts and Mr. Langdon, who is the landscape architect under Col. Harts, in reference to this matter.

Senator SMITH. They were asked to do this by the subcommittee?

Senator NEWLANDS. Yes.

Senator SMITH. Have they reported their conclusions to the subcommittee?

Senator NEWLANDS. No; not yet, because it has been very difficult to get the subcommittee together; and we contemplated final action, anyway, if possible, through the Appropriations Committee. As they have reached a conclusion, and as your hearings are about to close, I thought it best to get this matter before you, and then I have no doubt that Mr. Saulsbury will express his views to you later on.

Senator SMITH. Without regard to what action we take here to-day I think it will be well for them to make their report to the subcommittee, so that they can act upon it, as they have been designated for that purpose.

Senator NEWLANDS. Certainly; and if they should report favorably from the committee itself, of course that would strengthen the proposal.

**STATEMENT OF HON. JAMES H. BRADY, A SENATOR FROM
THE STATE OF IDAHO.**

Senator BRADY. Mr. Chairman, I am compelled to attend a meeting of the Military Affairs Committee that has just been called, since 11 o'clock; and I think it is a very good time for you to hear what Col. Harts has to say, and to let him show you by the map what the connecting lines are. There is some difference of opinion as to just how the connecting link between the two parks should be made. I will ask Col. Harts to point it out there on the map.

Col. HARTS. Between here and here [indicating on map.]

Senator BRADY. And before final action is taken I should like to have Mr. Hazen, the District surveyor, submit his plan also. I do not think there will be any trouble at all in our getting together; but I want to have it figured out so that we could tell which plan takes the most land, and what it can be had for. In other words, there are some changes that could be made there about which I feel quite sure the parties will make some concessions in order that the plan may be improved—some which I know Col. Harts would be glad to have done except for the cost. If we can get them to waive the cost to a certain degree, it might be beneficial both to the city and to the community out there. There is no question but that that link connecting the parks should be built. It has been approved, as I understand, by the commissioners.

Col. HARTS. Yes, sir; buying the Klinge Valley.

Senator BRADY. And it has been shown just how much land should be taken. We have cut down the amount of land considerably from the original estimate, and as I understand, Mr. Newlands, they have it now where it is about what the commissioners are willing to recommend. Is not that correct?

Senator NEWLANDS. So I understand. I do not know.

Senator GALLINGER. But the commissioners have not estimated for it, Col. Harts?

Col. HARTS. No, sir. We have a rough estimate here that we are prepared to give you.

Senator NEWLANDS. The commissioners did estimate for the larger amount. This bill was introduced by Senator Smith upon the request of the commissioners.

Senator GALLINGER. I mean, does it appear in the Book of Estimates as a recommendation?

Senator NEWLANDS. They accompanied it with an estimate.

**STATEMENT OF COL. WILLIAM W. HARTS, UNITED STATES
ARMY, OFFICER IN CHARGE OF PUBLIC BUILDINGS AND
GROUND.**

Senator SMITH. Col. Harts, will you please state, for the record, what position you hold in connection with the government of the District of Columbia?

Col. HARTS. I am the officer in charge of public buildings and grounds, and have direct charge, under the Chief of Engineers, of the park system of the District.

Senator SMITH. I knew it myself, but I wanted it for the record.

Senator NEWLANDS. Col. Harts, do you not think that if you will take this relief map the members of the committee will understand better as to the location of the valley?

Col. HARTS. This will show better the general location, probably, I should think. I wish to start by saying that we were requested by the chairman of the subcommittee of the District of Columbia committee to prepare a design——

Senator SMITH. Gentlemen, there is one question I want to ask you about, if you please, before you go any further. Has there been an estimate made for this land by the District Commissioners in connection with this bill?

Senator NEWLANDS. As I understand, the District Commissioners sent a communication to you when you introduced the bill, carrying an estimate of the amount.

Senator SMITH. That might be; but have they included it in their report to Congress?

Senator CURTIS. Through the Treasury Department?

Senator NEWLANDS. I do not know whether it is covered by that or not.

Senator SMITH. I have no doubt that when I introduced this bill, at the suggestion of some one—I do not remember now—I communicated with the District Commissioners to ascertain whether or not it met with their approval; but what we would like to know is whether or not the money has been estimated for by the District Commissioners, and included in their report to Congress. I do not think it has.

Senator GALLINGER. I think not.

Senator SMITH. That is a difficulty that we would have to encounter here. There has been no estimate for it. At the same time we shall be glad to hear you gentlemen.

Senator GALLINGER. Col. Harts, please point out Klinge Ford and explain its relations to those other localities.

Col. HARTS. Here is the little creek that runs down into Rock Creek. The road follows the creek and is known as Klinge Road. This has been the subject of consideration a number of different times by Congress, and I think it has been approved a number of times, at the request of the District Commissioners, in the past.

Senator GALLINGER. Approved by the Senate?

Col. HARTS. Yes, sir. The present scheme is a little more extensive than the others, inasmuch as it makes a connection between Federal property that is now in the hands of the Government, deeded to them, along the Naval Observatory up near Thirty-fourth Street, and the Federal property along Rock Creek, including Klinge Road, so that you will have a circuit from Rock Creek Park and the Rock Creek Valley, which is now the subject of a bill before Congress, connecting up Federal property that is already in the hands of the Government with this proposed link, then connecting across the link to what is now the Zoo property, so that it makes a circuit of park area. The part that is under consideration now extends from this corner——

Senator DILLINGHAM. That is on Garfield Street?

Col. HARTS. Yes, sir.

Senator DILLINGHAM. If you will name the streets, your statement will get into the record in better shape.

Col. HARTS. From Garfield Street NW. to Connecticut Avenue, with a little slip beyond Connecticut Avenue north of the Klinge Road. This is shown more definitely in the larger scale map, the area in red being the area that is proposed to be taken under this proposition. Already this is owned by the Government, up as far as this red line from Garfield Street, the proposition being to widen this, to put in a circle about the size of Scott Circle, and carry the boulevard up to Woodley Road.

Senator DILLINGHAM. That circle would be on Cleveland Avenue?

Col. HARTS. On Cathedral Avenue and Cleveland Street; yes, sir; at the intersection of Cleveland Avenue and Cathedral Avenue, as shown by the present highway plan, and widening Klinge Road to the south, in the prolongation east of Woodley Road, and then carrying this line so as to include the valley and the creek to Connecticut Avenue. The total area, including a little road extending from Macomb Street 60 feet wide down to Klinge Road, and the area to the north of the Zoo property, which it would be necessary to buy in order to protect the north side of Klinge Road, will amount in all to 13.09 acres. That consists of three parts—this part from Woodley Road to Connecticut Avenue, amounting to 9.26 acres, including the area east of Connecticut Avenue and north of Klinge Road, and 3.83 acres from Garfield Street up to Woodley Road.

Senator GALLINGER. What is the approximate price placed on that property now?

Col. HARTS. We have an estimate of \$164,349 for the ground alone and \$25,000 for grading and improvement of streets and roads.

Senator GALLINGER. Nearly \$200,000 for 13 acres?

Col. HARTS. Yes, sir.

Senator NEWLANDS. Is that the appraised value of the assessor, do you understand?

Col. HARTS. Yes, sir; that is the appraised value.

Senator NEWLANDS. By the assessor of the District?

Col. HARTS. By the assessor of the District; yes, sir.

Senator NEWLANDS. And that is assessed at two-thirds of the appraised value, is it?

Senator SMITH. Is that the total assessment or the two-thirds assessment?

Col. HARTS. This is the total value, the assessed value being two-thirds of this amount.

Senator SMITH. The assessed value is two-thirds of that amount?

Col. HARTS. Yes, sir.

Senator SMITH. In other words, as I understand, that is the total assessment—not the two-thirds assessment, but the total assessment?

Col. HARTS. Yes, sir.

Senator SMITH. They pay on two-thirds of that?

Col. HARTS. They pay on two-thirds of this; yes, sir.

Senator NEWLANDS. Colonel, will you show the relation of that to the part that is to be condemned for the Zoo Park?

Col. HARTS. Yes, sir. That comes right in here [indicating]. This area is now the subject of a bill to be purchased for the Zoo, as an extension of their area.

Senator DILLINGHAM. Can you not describe the area by way of streets, so that the record will show it when we come to read it?

Col. HARTS. It is the area in the angle between Connecticut Avenue and Klinge Road.

Senator DILLINGHAM. Coming down to Jewett Street?

Col. HARTS. No, sir; it is an arbitrary line connecting the Zoo property to the east and the extension of Jewett Street to the south.

Senator NEWLANDS. Col. Harts, will you also explain the relation of the Woodley Lane improvement to this property? That is the subject of another bill that is pending.

Col. HARTS. We have not given the Woodley Lane project a great deal of study, Senator. This is the Woodley Lane extension through here.

Senator NEWLANDS. Perhaps Mr. Langdon could tell us about that.

Col. HARTS. Mr. Langdon might do so.

Mr. LANGDON. I think Mr. Hazen is more familiar with that than we are, Senator.

Senator BRADY. We should be glad to have Mr. Hazen explain that.

STATEMENT OF M. C. HAZEN, SURVEYOR OF THE DISTRICT OF COLUMBIA.

Senator NEWLANDS. Will you explain the relation of Woodley Lane to this matter?

Mr. HAZEN. Senator, I did not understand that Woodley Lane had any direct relation. The commissioners are now attempting to widen Woodley Lane from Connecticut Avenue to Wisconsin Avenue, in accordance with the highway plan; and it crosses the Klinge Ford Valley project as shown on Col. Harts's map there. Woodley Road to-day is an old roadway 50 feet wide. The commissioners are simply attempting to make it a street of 90 feet, in accordance with the highway plan. There is a bill in Congress, however, to restrict the condemnation to 72 feet, and provide a building-restriction line on one side, so that they will not take title to 18 feet.

Senator SMITH. Then, as I understand, that does not necessarily have any connection with this other project?

Mr. HAZEN. I should not think so.

FURTHER STATEMENT OF HON. FRANCIS G. NEWLANDS, A SENATOR FROM THE STATE OF NEVADA.

Senator NEWLANDS. Mr. Chairman, you will recall that there are two big cliffs on each side of Connecticut Avenue at the entrance to the Zoo Park; and the owners of the property to the north found it impossible to develop their properties until some definite plan was established with regard to the Klinge Valley. The owners of this property to the west of Connecticut Avenue would like the privilege of filling in Klinge Valley, because it would enable them to shave off those hills and develop the property; but the District Commissioners have been very desirous of having the Klinge parkway preserved, and they have been endeavoring, now, I think, for seven or eight years, to have legislation enacted regarding it. The result is that the development here has been tied up, and the property has a very unsightly aspect from the public point of view. There is a very rough-looking clay bank there. If this policy could be determined regarding Klinge Valley, it would result in the quick improvement

and the development of a slightly appearance of this property around the Zoo Park.

I wish to say that I am quite largely interested in this neighborhood, and individually I would much prefer that the Government should not take this parkway. That is, it is against my pecuniary interest. I should much prefer if the Government would just conclude to permit Connecticut Avenue to be built up across where the bridge is now, and have a causeway of earth there. That would cost not more than \$50,000, I imagine, whereas a bridge there in the future will cost from \$150,000 to \$250,000. But the District Commissioners and the artists and the art commission, etc., now seem to think that this development with a concrete bridge should be carried out, and that it forms a necessary connection to the park. Meanwhile, the delay in the matter is causing great loss to those in the neighborhood, because the taxes are increasing enormously. The taxes upon my home place there are now \$6,000 a year, and I can only get \$8,400 a year rent for it.

Senator SMITH. I suppose, Senator, there is no revenue from a good deal of your property there, however, on account of the acreage?

Senator NEWLANDS. No; that is true. I wish to say, however, that that entire property out there is being very heavily assessed; and I should like Mr. Doyle to state the figures regarding the taxes and the expenditures there, to show that the taxes are very large, and the taxes will pay for any development that you wish to establish here. The taxes for a single year of the entire region out there would, I imagine, a good deal more than pay for this property. My property, a plot of 50 acres, pays \$6,000. I dare say Mr. Parmalee pays \$4,000 a year. I dare say Senator Brady pays for his place there probably \$4,000 a year. There are just three taxpayers that contribute over \$10,000 in that immediate neighborhood; and then there is this property here, in which I am interested, which pays four or five thousand dollars a year in taxes.

STATEMENT OF HAROLD E. DOYLE, OF THOMAS J. FISHER & CO. (INC.), WASHINGTON, D. C.

Mr. DOYLE. I am with the Fisher Co. I have charge of the sales department there, and we are agents for a large part of the property in that neighborhood. I felt that we were not getting our share of the good things in the way of improvements, and had a calculation made of the area north of Massachusetts Avenue and east of Wisconsin Avenue to the District line.

Senator NEWLANDS. Extending to the park?

Mr. DOYLE. Extending to Rock Creek Park on the east. As to taxes, I find that there is an annual assessment now of \$225,000.

Senator NEWLANDS. An annual assessment, or annual taxes?

Mr. DOYLE. An annual collection of taxes to that amount. The companies that we represent, the Massachusetts Avenue Heights Syndicate and the Chevy Chase Land Co. during the past six years have expended, together with the taxes they have paid, \$2,000,000 in that area.

Senator SMITH. In how many years?

Mr. DOYLE. In six years.

Senator SMITH. According to that \$1,200,000 of it would be taxes.

Mr. DOYLE. Yes; a little over a million. The taxes three years ago were not as high as they are now.

Senator SMITH. The improvements, then, are about \$700,000 or \$800,000?

Mr. DOYLE. It is about even, the way we calculate. It is a million of each. During the same period the Government has expended an average of \$20,000 a year and the property owners \$330,000 a year, in the six years.

Senator GALLINGER. The property owners got back something, did they not?

Mr. DOYLE. They spent their money for permanent improvements that ordinarily the District would make—macadam, sewers, trees, sidewalks, etc.

Senator GALLINGER. That helped them sell their lots, did it not?

Mr. DOYLE. Yes; that is what it was done for.

Senator GALLINGER. To be sure.

Mr. DOYLE. But they do it, and in other directions it is not done. I do not think you will find that condition in any other direction in Washington.

Senator GALLINGER. It is done on Massachusetts Avenue extended, is it not?

Mr. DOYLE. I am taking the property from Massachusetts Avenue north. They spent \$780,000 there in improvements just to get their taxes raised. There has not been a dollar spent in the District. There has been an average of \$20,000 during the past six years for all street improvements paid by the District and the property owners have paid during that same time an average of \$330,000 a year. In this particular valley, on the property in question, the property owners pay about \$20,000 a year in taxes.

Senator SMITH. The difficulty regarding these matters, gentlemen is this: I do not know that what we might feel about it or what we might think will amount to anything. The difficulty is that there has been no estimate made for this improvement; and for us to undertake to put an item of this kind on the bill without an estimate from the commissioners and without the sanction of the House would be futile. It would be futile for us to undertake to do it without having first started it with the commissioners and then with the House.

Senator GALLINGER. It would be subject to a point of order.

Mr. TUFTS. I think I made a report for the commissioners.

Senator NEWLANDS. Mr. Hazen, has any estimate been made?

Mr. HAZEN. Yes, sir.

Senator SMITH. Has it been in the report of the commissioners?

Mr. HAZEN. The commissioners have made a report in favor of this project.

Senator SMITH. Have they estimated the amount of money requisite?

Mr. HAZEN. I think so, sir.

Senator GALLINGER. Mr. Chairman, we ought to go a step further, and have the Treasury Department transmit it as an estimate.

Senator SMITH. It has not been before Congress.

Mr. HAZEN. The commissioners recommended it.

Senator SMITH. They made an estimate, but they have not made a report to Congress through the Treasury Department, have they?

Mr. HAZEN. Oh, no, sir.

Senator BRADY. My understanding has been that there was an estimate made by the District Commissioners. Did you not make a survey, Mr. Hazen, and did you not furnish those figures to the District Commissioners?

Mr. HAZEN. Yes, sir.

Senator BRADY. You exhibited to me a statement showing where an estimate had been made by the District Commissioners for this purpose.

Mr. HAZEN. Yes, sir; the amount of ground to be taken and the cost of the ground.

Senator GALLINGER. We have here the Book of Estimates transmitted by the Treasury Department, and that Book of Estimates controls us largely. The item does not appear in that book. There is our difficulty.

Senator BRADY. There is no question about that.

Senator NEWLANDS. I want to ask whether sometimes additional and subsequent estimates are not made?

Senator GALLINGER. Yes; but they should be transmitted through the same channels, in order to receive attention.

Senator NEWLANDS. They must be transmitted through the Secretary of the Treasury?

Senator GALLINGER. Absolutely.

Senator NEWLANDS. That could be done now, could it not?

Senator GALLINGER. Yes.

Senator SMITH. If you could get it done.

Senator NEWLANDS. All I will say, Senators, so far as I am concerned, and my interests, is this: I should be very glad if you would provide that the owners of this land could fill in this space here, which would save the District the cost of a bridge at from \$150,000 to \$250,000. I have stated that it is against my pecuniary interest. If you are not going to appropriate the money, I wish you would give permission to fill in that space.

FURTHER STATEMENT OF HON. JAMES H. BRADY, A SENATOR FROM THE STATE OF IDAHO.

Senator BRADY. Mr. Chairman, I want to say just one word in behalf of Mr. Newlands. I see that he seemed a little embarrassed about presenting the matter here as fully as I think it should be presented.

This ground up here is very high. This is a very low valley down in here [indicating on map]. If Mr. Newlands could have permission to cut this hill off here and fill it in here, he could get more money for his land than he will get by the District creating this park and selling the other land as it will be left. There is no question about that. The creation of this park will cause a loss, financially, to Mr. Newlands; but, on the other hand, I do not believe that your District Commissioners and your art commission will ever consent to that valley being filled up. That has been the trouble here for the last 10 years. This property has been held here, and he is paying taxes on it, and this valley has been held here by the commissioners for

park purposes for some time; and under no conditions do I think they would ever give him permission to fill in here as he desires to fill in, for the reason that it would absolutely spoil this entrance to the park.

You can readily see that the Government owns this land up to here now, and it owns over to here [indicating on map], and the connecting of these two parks can be made only through that valley; and some day, somewhere or in some way, that is going to be made into a connecting link. Whether it will be done artistically or whether it will be made as a plain road remains to be seen; but there is no question but that we owe it to Mr. Newlands to let him either hold on or let go. He either ought to be permitted to cut this down and fix it in such a way that he can secure fully as much money as he can secure in this way, or else it ought to be, if it is fair and equitable, as I think you will find it is, for the reason that the commissioners have examined the matter very carefully and given it very careful attention, and recommended it made into a connecting link between the parks.

I realize the difficulties that you gentlemen have. We have them in the other committees; but I think this is probably the most important committee we have in connection with matters of this kind. If, somehow or other, you can leave this open for us to get together and get these estimates and get things so that we can make at least a trial to see whether or not it will be knocked out on a point of order, I think it would be fair and equitable to all of the community out there.

Senator Norris is interested, and I think he will appear before you in favor of such a proposition. Senator Simmons has a home up there. He is interested in it. These three roads are built right up to here now, and there are paved sidewalks here, and they run right against a hill and stop. People living in Cleveland Park, Senator Simmons and those parties, have to come clear over here to Connecticut Avenue and down this way; whereas, if these roads were opened up through there, they could come right down and save at least three-quarters of a mile in traveling, and come down through the park and out Massachusetts Avenue to the city.

The people of Cleveland Park had a committee wait on me to ask me to come down here and help to get that opened up. There is no difference of any consequence between us. There is some difference as to how this should be fixed here [indicating]. Mr. Hazen has a plan that I favor as against this plan. I should like to have them both prepared and submitted. I think we can arrange it so that one will not cost but a trifle, if anything, more than the other. But there ought to be something done to get this connecting link established here, and Mr. Newlands's and the other men's property up there released so that they can do something with it.

I have no interest whatever in this matter except as a citizen.

Senator NEWLANDS. The Cleveland Park people are very desirous that that parkway should be kept open, are they not, Senator?

Senator BRADY. Certainly. There is no question about that.

Mr. TUFTS. Forty-three of them signed a petition to that effect.

Senator BRADY. There was an impression up there that there was going to be premission granted to cut this hill off and fill it in here; and there was a committee of the Cleveland Park people, headed by

Prof. Mitchell Carroll, that came to see me and asked me to protest against it.

Senator NEWLANDS. Senator Brady, will you be kind enough to explain, in this connection, what a great convenience the opening up of Jewett Street in connection with Woodley Lane would be to the people there?

Senator BRADY. Here is Jewett Street right there. Here is Woodley Road. They want to widen it right through here. Here is the entrance to the Zoo Park. From Connecticut Avenue over to Cathedral Avenue here is the distance on Jewett Street that they are asking to have opened up. The grade from here to there [indicating] is very much less than from here up to this point [indicating], and this is absolutely too narrow to take care of the traffic. You will be surprised at the amount of traffic that comes over through this way; and when they come up here [indicating] they have to come up here, and come up here; and then up here and back down this way, and down here and up that way [indicating] to get out.

Senator NEWLANDS. Mr. Chairman, you have thus far heard only from Senator Brady and myself; and the citizens who live near that park are very much interested. Would you hear from one of them?

The CHAIRMAN. Certainly.

STATEMENT OF J. S. TUFTS.

Mr. TUFTS. I do not know that I could add anything to what the other gentlemen have said in regard to this; but the inception of this movement was a roadway down to Klinge Ford, which was lined on each side by a fence, with a gate at each end with a lock on it. All those who signed the original petition for a road there signed it in one evening, and all of Cleveland Park want that roadway down there; and I do not know of any single individual who opposes it. The whole hillside, and the hillsides—and there are several of them—and the valleys, too, are in favor of the proposition.

STATEMENT OF MR. J. SPALDING FLANNERY.

Mr. FLANNERY. Mr. Chairman and gentlemen, Mr. Parmelee, the owner of this largest tract of land here [indicating on map], is out of the city at this time, and he asked me to appear here this morning and state to the committee that this park plan suggested by Col. Harts and Mr. Langdon is very satisfactory to him, very much more so than the plan proposed first—I believe by the District Commissioners—because this will take less land and cost less money, for one reason, and also because it will cause less injury to his property here. He has spent a great deal of money all along the Klinge Road and down in the Klinge Valley, under the direction of Mr. Platt, one of the greatest landscape artists in the country, in improving the approaches to that property, and he has spent \$30,000 or \$40,000 in building a great causeway, from which his place takes its name, and the plan of the commissioners would destroy that causeway and take a large part of his place along the Klinge Road down into the Klinge Valley, whereas this plan will take only a few small strips of land which he would be perfectly willing to dedicate.

Mr. Parmelee is also unalterably opposed to the plan of filling up this Klinge Valley. He thinks, in common with the citizens of the District and the commissioners, that the approaches from one of these parks to the other through that valley should be preserved; that the natural beauty should be preserved, and that a causeway or mound of dirt replacing the bridge should not be placed across that valley, because then you would have the same situation as there is on Massachusetts Avenue, where in building the bridge they filled up the valley with a mound of dirt, and they will now have to tunnel through that in order to get from one part of the park to the other, to avoid going up and then down again. You will have the same position here as there is there, if you fill that valley in.

Mr. Parmelee is also willing, so far as he is concerned, that a building limit should be adopted here [indicating on map], all along; or, in other words, that he will not erect any building along this front bordering on the Klinge Valley road as established by the plan proposed by Col. Harts and Mr. Langdon.

SUPERINTENDENT OF TREES AND PARKING.

STATEMENT OF HON. THOMAS STERLING, A SENATOR FROM THE STATE OF SOUTH DAKOTA.

Senator STERLING. I wish to speak to the committee of a matter that has been brought to my attention, of the salary of the assistant superintendent of tree planting—it would seem that that is his official title or designation—here in the District. He is now, I think, getting \$1,200 a year. I think that is a place where the man should have at least \$1,500 a year. He has been occupying the position for a great many years, and has, I think, the principal work of superintending the planting of, and attending to, the trees planted throughout the District.

Senator GALLINGER. I presume you know that his salary has been increased \$150 in the House?

Senator Sterling. That was in the House.

Senator SMITH of Maryland. You want his salary increased to \$1,500?

Senator STERLING. I think it should be increased to \$1,500. That position should command a salary of at least \$2,000, I should think, and considering the way that man is filling it. We know what proportion of trees grow here out of those planted and how much the beauty of the city of Washington depends upon this successful tree planting and successful tree culture, and I think we have a master in that assistant superintendent—Lanham, I think, is his name—and I think it is a shame that his salary has been so long so low as it is, and I think it ought to be increased to at least \$1,500.

At this moment, I think, of several places in new subdivisions where the elm, and oak, and oriental plane trees have been planted, where they had taken all the soil off and there seemed to be nothing left but clay and gravel to plant in, and where, nevertheless, those trees are growing finely. The man who can accomplish that, I think, is worth more than \$1,500.

(At 12.15 o'clock p. m. the subcommittee adjourned.)

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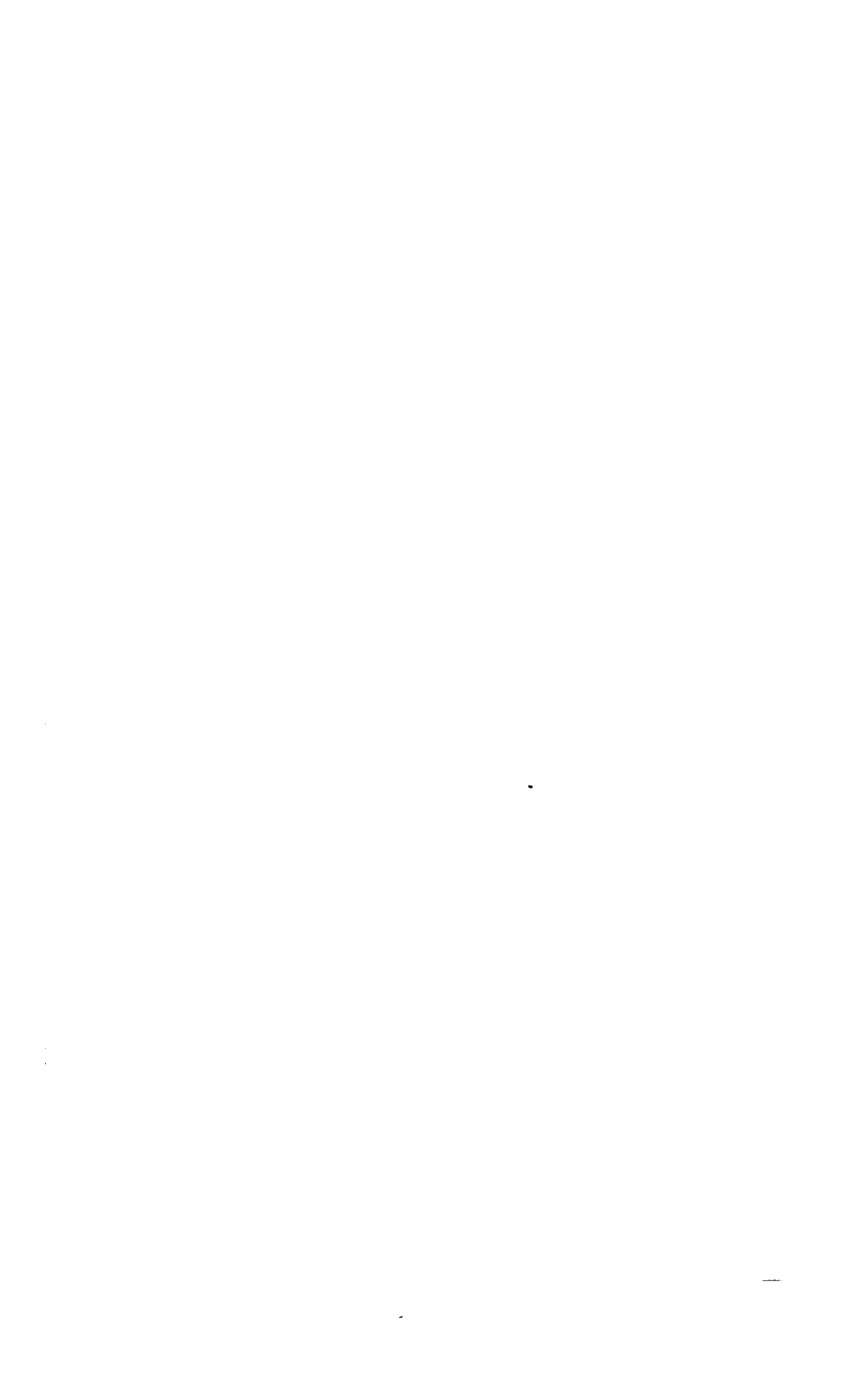
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